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Draft
General Management Plan
Environmental Assessment

ULYSSES S. GRANT

National Historic Site • Missouri

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General Management Plan
Environmental Assessment

March 1995

ULYSSES S. GRANT

National Historic Site • Missouri

United States Department of the Interior • National Park Service • Denver Service Center

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SUMMARY

BACKGROUND

Ulysses S. Grant National Historic Site lies in an unincorporated portion of St. Louis County, Missouri. It is in Missouri's Third Congressional District. The site was authorized by Public Law 101-106 (October 2, 1989)

> to preserve and interpret for the benefit and inspiration of all Americans a key property associated with the life of General and later President Ulysses S. Grant and the life of First Lady Julia Dent Grant, knowledge of which is essential to understanding, in the context of mid-nineteenth century American history, his rise to greatness, his heroic deeds and public service, and her partnership in them.

The site was established in June 1990 when the state of Missouri and St. Louis County transferred the property to the United States of America. Ulysses Grant's historic Missouri farm, White Haven, once comprised more than 1,000 acres. The national historic site is on 9.65 acres of historic White Haven land; however, its appearance has changed considerably from the cultural landscape with which Grant would have been familiar. The site's primary resources include five historic structures that date to Grant's ownership of the property: the main residence, the stone building, the barn, a chicken house, and an icehouse. The barn has been moved from its original location, and the chicken house may have been moved from some other site.

Residential development surrounds the national historic site on the south, east, and north. To the southwest (opposite Grant Road), occupying approximately 280 acres that historically comprised part of the White Haven plantation, sits Grant's Farm, a recreational resource owned by Anheuser-Busch and featuring a game preserve and miniature zoo. Entrance to the national historic site is from the south, off Grant Road, over a railroad right-of-way. The railroad right-of-way is held by quitclaim deed by Gateway Trailnet, Inc., who intends to develop a recreational trail along the right-of-way.

DOCUMENT SUMMARY

This document, a general management plan and environmental assessment, provides a strategy to guide the treatment of cultural, archeological, and natural resources, the development of visitor and administrative facilities, and the preparation of a broad spectrum of visitor programs for the next decade. The plan presents five alternatives, each meeting the legislative intent for the purpose and significance of the site.

The National Park Service has selected alternative D as the proposed course of action for resource treatment, development, and educational programs at Ulysses S. Grant National Historic Site. A separate document — the long-range interpretive plan — further defines the strategy for interpreting the site's resources and providing educational programs and the site's significance to the public.

Under alternative A, the no-action alternative, the National Park Service would continue its present activities (gathering information to guide resource treatment and interpretive programs, stabilizing the cultural resources, and informing the public about the Grants and their White Haven property). Several issues and problems, however, would remain unresolved.

Many of the site's primary cultural resources would remain inaccessible to people with disabilities. There would be no removal of visual intrusions within the historic site. External threats (such as viewshed intrusions and high potential for flooding) would continue.

Access to the property would remain extremely limited. A small gravel parking lot would serve as the only parking for staff and visitors. The current interpretive program, focusing on Ulysses S. and Julia Dent Grant and their association with White Haven, would continue. The site would function as an independent unit of the national park system.

Under alternative B, minimum action, current conditions would be modified as necessary to make the site accessible for people with disabilities and to meet life and safety codes. The site's appearance would remain the same as under alternative A. The interpretive program would be limited to self-guided tours, which is less visitor support than is currently available. The interpretive program would focus only on the Grants and their relationship with White Haven. Only a minimal staff (maintenance personnel and resource and visitor protection positions) would be stationed onsite, with all management performed by Jefferson National Expansion Memorial staff. The same issues and problems as listed under alternative A would remain unresolved. The current onsite staff would be reduced to two employees per day for visitor safety and resource protection.

Alternative C, focusing on domestic life at White Haven, would provide visitors with a sense of the 19th century setting. The main house and barn would present an appearance similar to the historic period. Using the resources to tell the story would allow interpretation to focus on the beginning of the Grants' partnership, Ulysses' character-building years of success and failure. Other aspects of the story mandated in the legislation would not be as fully interpreted. The historic structures in the core area of the site would be restored to their 19th century appearances and interpreted as features of the historic farm. The barn would be preserved and would continue to house the site's visitor services. The landscape would be rehabilitated to include sidewalks and ramps accessible to all visitors; if possible, significant features of the landscape would be rehabilitated. The site would function as an independent unit of the national park system.

Alternative D, the proposal, would permit a wider interpretation of the lives and careers of Ulysses S. and Julia Dent Grant and their partnership by enhancing the resource-based experience of alternative C. It would combine a resource-based approach with other interpretive and educational methods to interpret the life and careers of Ulysses S. Grant and his partnership with Julia Dent Grant. As in alternative C, the historic structures in the core area would be restored to their 19th century appearances. The main house and barn would present an appearance similar to the historic period. In addition the barn's historic wings and dormers would be restored, and a theater would be added. Expanded visitor services would be available in the barn. The landscape would be rehabilitated. The site would function as an independent unit of the national park system.

Alternative E advocates a Grant Center and would provide the most information to the largest possible audience using the widest variety of interpretive methods. The historic structures and grounds would be rehabilitated and adapted (as needed) to accommodate visitors. Modern structures (rehabilitated existing buildings or new construction) would be permitted, as needed, to provide additional visitor services. The interpretive program would be an extensive overview of the full story of the Grants — both their lives and careers. An expanded staff of highly specialized employees would be necessary to operate the site. The site would function as an independent unit of the national park system.

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CONTEXT FOR THE PLAN

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INTRODUCTION

BACKGROUND

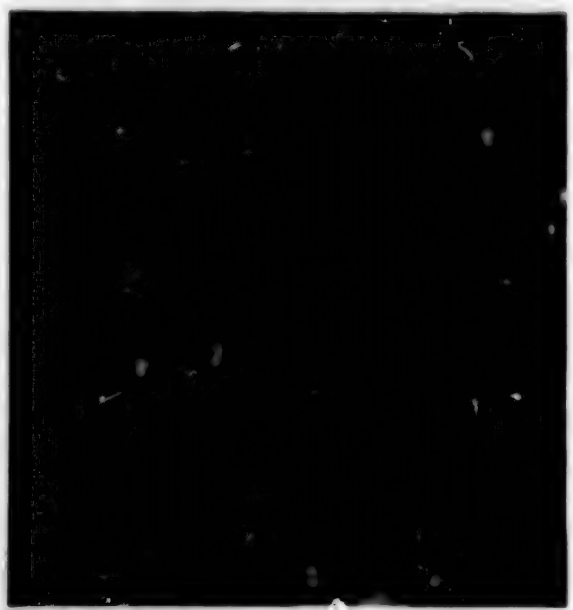
Legislation

Ulysses S. Grant National Historic Site was authorized by Public Law 101-106 (October 2, 1989)

> to preserve and interpret for the benefit and inspiration of all Americans a key property associated with the life of General and later President Ulysses S. Grant and the life of First Lady Julia Dent Grant, knowledge of which is essential to understanding, in the context of mid-nineteenth century American history, his rise to greatness, his heroic deeds and public service, and her partnership in them.

That "key property" is Grant's White Haven farm.

The legislating statement, while emphasizing specific points about Ulysses S. and Julia Dent Grant, does not describe the specific ways and means that the National Park Service should accomplish its mission.



President Grant.

The site's enabling legislation gave the secretary of the interior authority to accept White Haven and to establish it as a unit of the national park system. The act also authorized the secretary of the interior to acquire by donation or to purchase with donated funds personal property associated with White Haven or Ulysses S. or Julia Dent Grant as needed. The site was established in June 1990, when the state of Missouri and St. Louis County jointly transferred the property to the United States of America. (See appendix A for full legislation.)

Purpose of and Need for the Plan

A general management plan will provide broad management concepts, philosophies, and strategies for addressing issues and achieving management objectives over the next 15 to 25 years. As a relatively new unit of the national park system, this site has no comprehensive plan to guide management. Current management follows general NPS policies and unit mandates, and the lack of a comprehensive plan prevents appropriate development and management of the unit. The plan is a long-range document subject to reevaluation and revision to meet changes in resource, social, and economic conditions.

A long-range interpretive plan, to be printed separately, has also been prepared to guide decisions about the interpretive approach and interpretive media to be incorporated into the proposed treatment of the buildings and landscape at White Haven.

The environmental assessment of the proposed general management plan has been prepared in accordance with National Environmental Policy Act and Council on Environmental Quality regulations. The environmental assessment provides information to compare the effect of the proposed action and reasonable alternatives on the quality of the human environment.

Location

Ulysses S. Grant National Historic Site is in an unincorporated portion of south St. Louis County, Missouri. (See St. Louis Vicinity.) The 9.65-acre site is surrounded by the community of Grantwood Village, and a residential neighborhood surrounds three sides of the site. Entrance to the site is from the south, off Grant Road, over a railroad right-of-way. Gateway Trailnet, Inc., has quitclaim deed to this railroad corridor. Across the street from the main entrance is Grant's Farm, an animal preserve and children's zoo that is heavily visited. It is owned by the Anheuser-Busch Corporation.

Historical Background

In 1796 the Spanish government in St. Louis granted a tract of just under 800 acres on the Gravois Creek in east-central Missouri to Hugh Graham. Shortly thereafter Graham transferred the property to James Mackay in exchange for some land along the Missouri River. In 1808 Mackay sold some of the land to his brother-in-law, William Long. Long began construction of a frame house on the property; the house was apparently unfinished when Long sold the property to Theodore Hunt in 1818. "Colonel" Frederick Dent purchased Hunt's property three years later (see White Haven, Then and Now, and Dent and Grant Holdings on the Gravois).

Dent, a merchant, owned a house at Fourth and Cerre Streets in St. Louis, but wanted a country home to escape the city's summer heat and provide more space for his several children. Among those children were a son, Fred, who roomed with Ulysses Grant at West Point, and a daughter, Julia. When Grant was assigned to nearby Jefferson barracks following his graduation from West Point in 1843, he visited his former roommate's family on the Gravois Creek. There he met Julia, and his visits became regular. Upon learning of his company's impending transfer in 1845, Grant asked Julia to marry him.

Lieutenant Grant.

The property was a focal point in Ulysses' and Julia's lives for four decades. The young couple lived there briefly following their marriage before transferring to army posts in New York and then Michigan. Their first son, Frederick Dent, was born on the farm in 1850. When Grant transferred to the west coast in 1852, Julia stayed at White Haven, except for a brief trip to Grant's parents' home in Ohio where their second son, Ulysses Jr., was born. Unable to bear further separation from his family, Grant resigned from the army in 1854 and returned to White Haven. The Grants lived in the main house for a while, and then occupied Julia's brother Louis' house, Wish-ton-Wish, on the plantation. Meanwhile, Grant farmed 100 acres given to Julia by her father

St. Louis Vicinity

Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service

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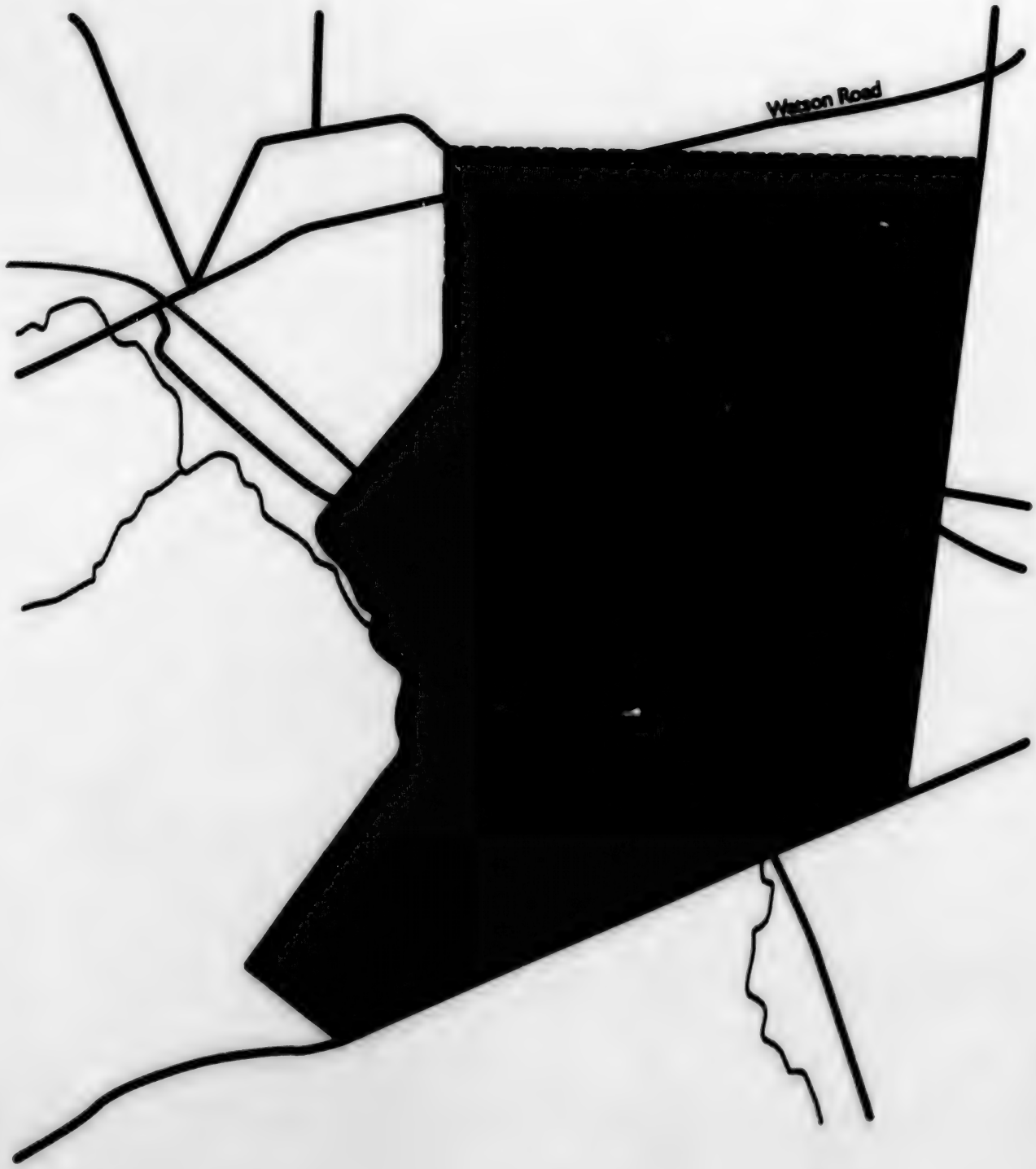

White Haven, Then and Now

Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service

CONTEXT FOR THE PLAN

The following documents are complete or in progress:

When the plan has been approved, a cultural landscape report will be

Dent and Grant Holdings on the Gravois

Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service
DSC-pkt 95-227-2609

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and built a log house known as "Hardscrabble" on White Haven land. The Grants had been at Hardscrabble only a few months when Julia's mother, Ellen, died, and Colonel Dent asked them to return to the main house. The couple's third child, Nellie, was born in 1855, probably at Wish-ton-Wish; their youngest child, Jesse, was born in 1858, apparently in the main house.

The years Grant spent farming at White Haven were all difficult. An agricultural depression, a June frost, and illness among the family and the slaves forced Grant to leave the farm in 1858. Colonel Dent and Grant sold 400 acres of the estate, including Hardscrabble, but because the father-in-law had never formally deeded the property to Ulysses or Julia, it is unlikely that Grant received any money from the sale. Grant moved into St. Louis by himself that winter; his family followed a few weeks later. For a short time, Grant formed a real estate partnership with Julia's cousin, Harry Boggs, but Grant was too familiar with hard times to be a successful bill collector. Grant finally left St. Louis for his father's leather goods store in Galena, Illinois, in 1860.

Although Grant never returned as a permanent resident of White Haven, during the Civil War and his presidency he bought the property from the Dent family and readied it for his retirement. President Grant instructed the farm's caretaker to build a large horse barn and to acquire stock. When his public duty was over, he planned to go to Missouri and raise horses. Whether because the Whiskey Ring scandal left a sour taste for St. Louis, or because his desire for a third presidential term required that he stay in the east, Grant did not retire to White Haven, but he held the property until he relinquished it to pay a debt shortly before his death.

This property is a tangible reminder of the man who led the army that preserved the Union, served two terms as the nation's president (1869–77) during the crucial Reconstruction era, and wrote one of the most important military commentaries of modern times. The property is important for what it can tell us of the man, his life, his family, and his character.

Julia Dent Grant, 1868.

In the century that followed Ulysses Grant's transfer of the property to his friend William Vanderbilt, the White Haven plantation had a series of owners. Gradually the 1,000-acre farm was divided and developed, mostly for residential use. In 1985 a group of local citizens united to save the 10-acre core of the White Haven property from development. More than 1,000 people joined in the effort through a not-for-profit organization called Save Grant's White Haven, Inc. Their energies focused on the goal of preserving the property through its addition as a unit of the national park system. Because the site was already listed on the National

Register of Historic Places, the group sought national historic landmark designation for the property. The national park system's designation of White Haven as a national landmark in 1986 confirmed the national significance of the resource. Save Grant's White Haven members continued to lobby their congressional delegation for the authorization of White Haven as a national historic site. The state of Missouri (reimbursed by the Jefferson National Expansion Historical Association) and St. Louis County purchased the property, and the St. Louis County Department of Parks and Recreation managed it pending congressional action promoting inclusion of the property as a unit of the national park system. Congress considered White Haven the home most closely associated with the life of Grant and felt it "the most appropriate for designation as the national historic site devoted to Grant's Life." Believing that no other site in the national park system interpreted the entire lives of Ulysses S. and Julia Dent Grant, the delegation worked "to correct this oversight by restoring this historical and educational treasure and opening it to the public."[1]

White Haven.

SITE DESCRIPTION

The Park Service administers the heart of the 1,000-acre White Haven plantation. The site's primary resources include five historic structures: the main house, stone building, and icehouse, which date to Grant's ownership of the property and are on their original locations; and the chicken house and barn, which date to the historic period but have been moved. Research indicates major renovations of the main house. There also were major alterations of the barn and the stone building. The relocated and modified barn is the largest structure on the site. It houses a small visitor contact area, exhibits, a museum sales area, restrooms, an interpreters' office, and a maintenance facility. The Park Service is preparing a historic structure report outlining the history of the structures and assessing what modifications will be needed to execute the building treatments recommended in the general management plan. A 20th century residence has been converted for use as an administrative office for the site. An addition to the stone building contains another small building. The chicken house, of 19th century origin, may not have been associated with President Grant.

The landscape has changed considerably from the one Grant might have known. A spring branch feeding the Gravois Creek still traverses the property, although its course was altered during the 20th century. There are several hundred trees on the grounds, most of them planted since 1913. A wooded area surrounded on three sides by residences, Ulysses S. Grant National Historic Site is a haven for a variety of fauna such as raccoons, woodchucks, rabbits, squirrels, red foxes, and an

1. Letter, Senators Christopher S. Bond and John C. Danforth to Superintendent Jill York O'Bright, November 3, 1993. Similar sentiments were expressed in a letter from Congressman Richard A. Gephardt to Superintendent O'Bright on October 15, 1993.

assortment of birds. A private drive encircles the main house and stone building and connects to gates on the north and southwest edges of the property. This residential driveway is the only road within the park. It enters off Grant Road, circles the main house, and exits at Whitehaven Drive. There is a temporary, 22-car, gravel parking lot southeast of the historic barn.

The site is bordered by residential development on the north, east, and south. A railroad right-of-way and Grant's Farm are on the south side. Access is from Grant Road, which is narrow and has poor sight distance at the intersection of the drive into the site. About one-quarter of the site is in the 100-year floodplain, and a serious drainage problem exists just outside of the property. Trees provide a visual buffer from the surrounding properties. The site slopes from northeast to southwest and drains into Gravois Creek, across Grant Road. A deteriorated chain link fence marks the boundary of the site.

Gateway Trailnet, Inc., holds a 100-foot-wide railroad right-of-way adjacent to the park's southwest boundary. Trailnet intends to develop a 6.2-mile-long segment of the right-of-way (including the portion adjacent to the Grant site) for use as a recreation trail through the program called railbanking.[2] While there is some potential for returning the trail to rail use, it is unlikely.

National Historic Landmark Designation

White Haven is a designated national historic landmark and is included on the National Register of Historic Places. The park was surveyed in 1993 for the list of classified structures. Procedures are currently under way to list nine structures: the main house, stone building, barn, icehouse, chicken house, flagstone walkway, house cistern, driveway, and barn well. The 1993 assessment concluded that the walkway, cistern, driveway, and well are potentially register-eligible.

Related Resources

Local Resources. Most of the historic White Haven farm was developed for residential use in the 20th century. Opposite Grant Road, occupying approximately 280 acres that historically comprised part of the White Haven plantation, sits Grant's Farm. This attraction, which includes a game preserve and miniature zoo, is owned by the Anheuser-Busch Corporation. Hardscrabble, the two-story log house built by Grant during the 1850s, is in Grant's Farm, although not in its original location. Grant's Farm is open to the public free of charge (by reservation only) Tuesday through Sunday from April to October each year. Approximately one-half million people visit Grant's Farm annually.

Entrance to the White Haven site is from the south, off Grant Road, over a railroad berm. The berm was built during Grant's ownership of the property. The railroad tracks have been removed.

Other Resources. The planning team also gathered information on nine other sites known to interpret some aspect of President Grant's life:

Grant Birthplace State Historic Site
1591 State Route 232
Point Pleasant, OH

2. In 1983 Congress amended the National Trails System Act to create a program called "railbanking." Railbanking maintains all former easements and prevents rail corridors from being fragmented. During the time that a corridor is railbanked it is not legally abandoned and can thus be used for trails or utilities. A unanimous Supreme Court decision in 1990 upheld the constitutionality of railbanking.

Grant Boyhood Home
203 East Grant Ave., Georgetown, OH

Grant's Farm
10501 Gravois, St. Louis, MO

U.S. Grant Home State Historic Site
908 Third Street, Galena, IL

Chickamauga and Chattanooga
National Military Park
P.O. Box 2128, Fort Oglethorpe, GA

Friends of Grant's Cottage
P.O. Box 990, Sarasota Springs, NY

General Grant National Memorial
26 Wall Street, New York, NY

Petersburg National Battlefield
P.O. Box 549, Petersburg, VA

Richmond National Battlefield Park
3215 East Broad St., Richmond, VA

CURRENT PARK OPERATIONS

One of the staff's highest priorities has been gathering information so that the park can develop a data-based management strategy and initiate historically accurate, interpretive (i.e., educational) programs. NPS staff have completed a basic history of the property and its associations with Ulysses S. and Julia Dent Grant; conducted baseline surveys to locate and evaluate archeological materials; prepared measured drawings of all historic buildings; and researched any changes that have affected the site's primary resources, the structures and landscape.

Administration

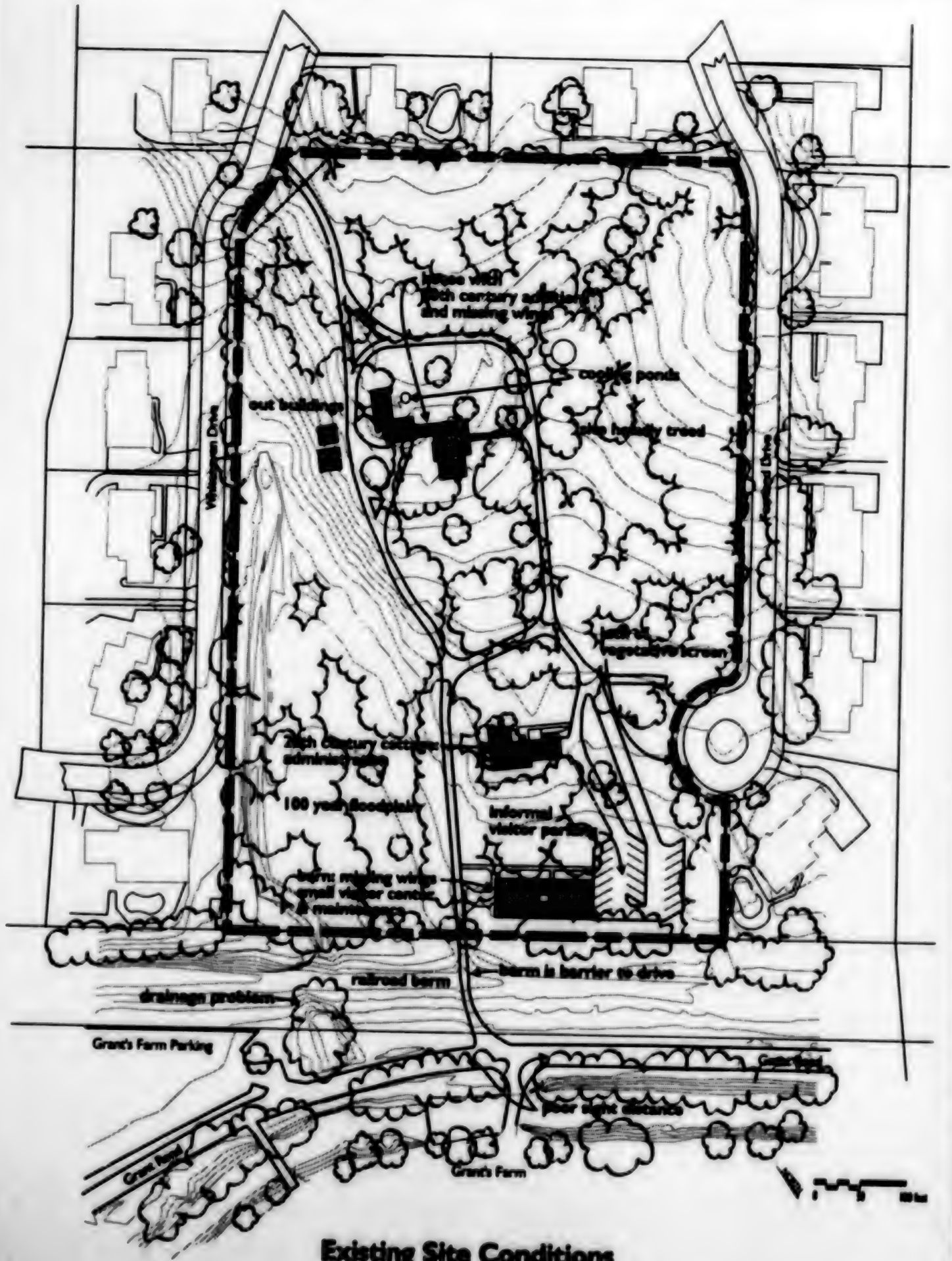
The Park Service has assembled a staff with expertise in all facets of park management. In addition to a site superintendent responsible for overseeing the planning and operation of the park, the site has a park ranger whose primary responsibilities are the development and implementation of interpretive programs; a ranger responsible for visitor programs and collections care; a maintenance worker in charge of planning and implementing routine and cyclic maintenance; and an administrative manager and an assistant to handle purchasing, contracting, and other administrative duties. This permanent staff is supplemented with temporary help as needed. The site staff work closely with Park Service personnel at Jefferson National Expansion Memorial in downtown St. Louis, and the Midwest regional office in Omaha, Nebraska, to provide for daily operation and long-term planning for the site. The site functions as a separate unit of the national park system.

To house the site's staff the Park Service adapted an existing 20th century residential structure — unrelated to the Grant period — that has no other significance. In 1993 the structure was evaluated and determined not eligible for listing on the National Register of Historic Places. A small space in the historic barn has been adapted for visitor contact, information, sales, and the interpretive office. In addition the Park Service is stabilizing the site's historic structures and vegetation and developing interim facilities to accommodate visitor use.

Currently the site is open to the public on Tuesdays and Thursdays from 9:00 A.M. until 1:00 P.M. and by appointment. The site staff also provide offsite educational programs to area schools and other groups by special arrangement.

Studies and Plans

Since the Park Service assumed management of the site in 1990, research has been conducted on the history of the property, its structures, and its connections with the Dent and Grant families. The stabilization of the building and grounds has been ongoing.



Existing Site Conditions

Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service
DSC•9911 95•357•20,010

18

Current appearance: main house

SOUTH EXTERIOR ELEVATION

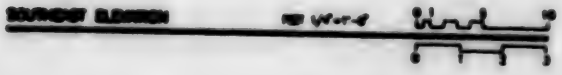
Existing Conditions

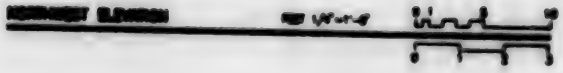
Current appearance: main house with stone building used as a garage

WEST EXTERIOR ELEVATION

Existing Conditions

Current appearance: barn
(without historic dormers and wings)





The following documents are complete or in progress:

Historic Structure Report. A historic structure report is prepared whenever there will be a major intervention to a historic structure. It contains evaluations of historical, engineering, architectural, and archeological data and recommendations for treatment appropriate to the resource's condition, significance, integrity, and potential use. The historic structure report is in progress for White Haven. When completed, the report will provide guidance and support for treatment of the buildings, and information contained in it also will be used in interpretation.

Cultural Landscape Assessment. In 1993 a cultural landscape assessment was prepared as a preliminary summary and analysis of the research to date on the site's landscape. The document provides a preliminary analysis for developing the general management plan. This research found that, although the cultural landscape is significant, it has moderate to low integrity. With the possible exception of the area closest to the house (the "core" area), the site has lost so much integrity that restoration is impossible.

When the plan has been approved, a cultural landscape report will be required. (See "Proposed Studies.") A cultural landscape report identifies, evaluates, and recommends treatment; outlines implementation; and indicates how proposed development may affect the cultural landscape. Modifications to the vegetation at the site will be minimal until a cultural landscape report is completed.

Long-Range Interpretive Plan. A long-range interpretive plan has been prepared. This interpretive plan is used to guide interpretive activities the same way that the general management plan is used to guide park management.

Statement for Management. The statement for management provides an up-to-date inventory of the park's resources and an analysis of its problems. It is not a plan and does not make recommendations; it identifies issues. (These issues are listed in the following section.) The statement, which is used by park management to determine the nature and extent of needed plans and studies, was completed in 1991. The management objectives from the statement are factors that affect the plan; they are listed on page 18.

PREPARING THE PLAN

THE PLANNING PROCESS

In June 1993 the Park Service began the formal process of developing a long-term strategy for the management and interpretation of the national historic site's resources. They began by reviewing the site's legislative history to assess what Congress intended when it authorized the establishment of the site and to identify the features that contributed to the site's significance to the American people. That analysis resulted in written statements of purpose and significance. The Park Service studied the lives of the Grants, identifying appropriate themes on which interpretive programs should focus and reaffirming the management objectives summarized in the site's approved statement for management. The Park Service requested the public's assistance in identifying issues and concerns to be addressed in this plan.

Using all of this information, a planning team whose members included representatives from various fields of expertise (planning, history, architecture, landscape architecture, engineering, visitor services and interpretation, maintenance, and management) assembled to sort through the data and develop a series of management options for the site. These management options were presented to the public in a formal meeting and by written distribution of alternatives summaries. The Park Service then assessed the effects of the various options on several factors. (See the "Environmental Assessment" section.)

After considering the purpose and significance of the park as established in Public Law 101-106, the expectations of the public, the effects of the various alternatives, and the relative costs of options, the Park Service selected alternative D (the proposal) as the strategy that best accomplishes the mission and objectives within the parameters of existing legislation, regulations, expectations, and feasibility.

Purpose and Significance

The site's enabling legislation sets forth the basic direction for management and development of the Ulysses S. Grant National Historic Site. In preparing this general management plan, the Park Service began by verifying its understanding of what Congress intended when it authorized the site and confirming what is unique and significant about the site and its resources.

Based on a study of the legislation and park features, the Park Service prepared a set of statements describing the purpose and overall significance of the site and solicited public affirmation of those statements. The public responses unequivocally supported the Park Service's understanding of the site's purpose and significance.

The *purpose* of Ulysses S. Grant National Historic Site is threefold:

> to preserve Ulysses S. Grant national historic site, a key property associated with President Ulysses S. Grant and First Lady Julia Dent Grant
>
> to interpret the White Haven farm with particular emphasis on its mid-19th century history
>
> to interpret the lives of President Ulysses S. Grant and First Lady Julia Dent Grant

Ulysses S. Grant National Historic Site is *significant* for these reasons:

> It was at this site that President Ulysses S. Grant and First Lady Julia Dent Grant began and solidified the relationship that encouraged and sustained them both throughout their lives. An integral

aspect of the partnership was Julia's influence on President Grant's rise to greatness, his heroic deeds, and public service.

In a life that was a roller coaster of successes and failures, two things remained constant: Grant's personal integrity and his love for his wife. White Haven is an appropriate place to understand both influences.

White Haven provided a sense of place and refuge for the Grants.

Grant's association with the people and world of White Haven influenced his personality, character, ambition, and later careers.

Interpretive Themes

Having defined the purpose and significance of the site, and given the educational mission stated in the authorizing legislation, the Park Service identified these interpretive (educational) themes:

White Haven provided a sense of place and refuge for the Grants.

During Grant's White Haven years, his strength of character was forged in the fires of adversity.

Grant's life at White Haven provided a secure family setting from which he developed his leadership abilities.

Grant played a significant role in the daily management of White Haven farm.

Julia Dent Grant played an integral part in the partnership with her husband, influencing his rise to greatness, heroic deeds, and public service.

White Haven serves as an example of a typical plantation in antebellum Missouri.

White Haven did not escape the turmoil and dilemmas faced by border-state families during the antebellum and Civil War years.

The Park Service will preserve White Haven because of its national significance and key role in the public's understanding of Ulysses S. Grant.

Management Objectives

In preparing the site's first statement for management in 1991, the Park Service identified a series of objectives for the site, based on the site's enabling legislation and on other mandates affecting activities at the park. These objectives, which are summarized in this following section, provide the framework around which the site's management strategy was built. The Park Service has these objectives in managing Ulysses S. Grant National Historic Site:

to acquire accurate and detailed resource information needed to protect, interpret, and perpetuate the site's cultural, archeological, and natural resources

to restore and preserve significant buildings, enhanced with collection acquisition and management, permanent and special exhibits, education programs, special events, and information for public tours and interpretive literature explaining the life and significance of Ulysses S. Grant, Julia Dent Grant, and their life at White Haven

to complete site development so that the site's physical appearance, services, and environment reflect its purpose as a national historic site, as stated in Public Law 101-106

to provide a safe environment and protect site resources by active maintenance, including integrated pest management techniques, and a

park safety and visitor protection program and close working relationships with the St. Louis County police department and the Afton fire department.

to establish and maintain a cooperative working relationship with the state of Missouri, St. Louis County, the surrounding municipalities, and other parties with an interest in Ulysses S. Grant National Historic Site and the area in order to achieve park management objectives by the most harmonious integration of activities in and outside the historic site

to cooperate with planning and development activities adjacent to Ulysses S. Grant national historic site and to encourage the kinds of development, design standards, and ordinances that are compatible with the site

to enhance and enlarge public understanding of Ulysses S. Grant, Julia Dent Grant, their roles in significant events in 19th century history, their lives at White Haven, early development of the Gravois Creek area, and NPS historic preservation policies and practices

to work closely with the Jefferson National Expansion Historical Association in providing educational material and needed services to visitors in order to further interpretive programs at the site

to make the facilities and programs accessible to visitors with disabilities without substantially affecting the historic fabric of the park's primary cultural resources

PUBLIC INVOLVEMENT SUMMARY

The Park Service has involved the general public and immediate neighbors of the park in the planning process. The purpose of public involvement is to solicit ideas and concerns of the public. Each idea and concern has individual merit, unrelated to numbers; public involvement is not a voting process.

A series of meetings with planning partners[3] was held during the beginning of the planning process. Two newsletters were distributed; copies of each were made available at two local libraries. The planning partners were invited to discuss the draft alternatives with the planning team in November 1993. In February 1994 the draft alternatives were presented to the general public at a formal meeting. Throughout the planning process the superintendent and staff of Ulysses S. Grant national historic site continued to solicit input from all interested parties. A brief summary of public involvement activities follows; a more detailed analysis of public response is in appendix B.

Planning Partners Meeting

Between September 7 and 11, 1993, meetings were conducted with representatives of parties considered partners in the planning process. These meetings were designed to test assumptions and identify the participants' expectations for the park, to identify issues, and to confirm the Park Service's understanding of the purpose and significance of the park. The planning team met with representatives of St. Louis County Parks and Recreation staff; the board of Save Grant's White Haven, Inc. (the group originally instrumental in preserving the site); the Grantwood Village board; and Grant's Farm management.

3. The "planning partners" or "stakeholders" are those parties or individuals who would be directly affected by the management strategy developed in this document. Planning partners include representatives of the Board of Trustees of Grantwood Village; Gateway Trailnet, Inc.; Grant's Farm; Save Grant's White Haven, Inc.; St. Louis County; and Jefferson National Expansion Historical Association.

Participant comments were recorded and used to formulate management alternatives.

Newsletter 1

Later in September 1993 the first newsletter was distributed, announcing the general management planning process and requesting public comment on the statements of purpose and significance. The newsletter was mailed to approximately 900 addresses, and additional copies were made available at two local libraries. Of the 106 comments received, most respondents were interested in historic preservation and wanted to see the site restored to the appearance it had when Ulysses and Julia lived at White Haven.

Planning Partners Draft Alternatives Meeting

On November 4, 1993 the planning partners were given an opportunity to comment on preliminary alternatives being developed and to provide the planning team with their concerns and ideas. Comments favored restoration as a building treatment.

A strong desire was expressed that the Park Service furnish at least some of the first-floor rooms as they had been during the historic period.

Public Meeting

The NPS mailed 1,600 postcards inviting the public to attend a public meeting at which the draft alternatives were presented. The meeting was held at Hixson Junior High School's auditorium, 630 South Elm Avenue, Webster Groves, Missouri, on February 10, 1994. Approximately 70 people attended. Comments were extremely positive, and those who expressed an opinion supported alternatives C or D (which both recommended restoration of cultural resources).

Newsletter 2

This second newsletter, presenting the draft alternatives, was distributed at the public meeting, mailed to approximately 900 addresses, and made available in local libraries. The comment form for this newsletter contained six questions designed to solicit public opinions on the draft alternatives. Of the 81 comments received, most respondents favored alternative D, with alternative C or a combination of the two also receiving strong support. The least favored alternatives were alternatives A and B, criticized as being far below expectations, and alternative E, thought to require too much development and to be detrimental to the public's appreciation of the resources.

SCOPING ISSUES

The decisions required during this general management planning process cannot be made in a vacuun . The Park Service's strategy for managing the site's cultural, archeological, and natural resources must be within the laws, regulations, and policies affecting the management of cultural resources. Equally important, the management decisions must be made in full consideration of the ideas and concerns of the public this agency serves. The principal management issues at Ulysses S. Grant National Historic Site include identifying the appropriate treatment of the site's primary resources; assessing the need for site and facility development; formulating a strategy to guide park operations; and outlining a general approach to visitor services. A summary of these issues is presented in this section. Various ways of addressing these issues are discussed in the presentation of alternatives. The resulting proposal (alternative D) is considered the best solution to the issues and the alternative that best furthers the legislation, purpose, and significance of the site.

Resource Treatment

Park Service staff have taken actions to stabilize the historic resources (buildings) and cultural landscape that have been deteriorating. The minimum treatment is preservation for future generations. The plan must determine the most appropriate treatment — rehabilitation, restoration, or preservation — for these resources.

Factors to be considered are whether the proposed treatment is essential to visitors' understanding of the resource and to the Grants' story. For example the 20th century alterations tend to be distracting and might confuse the visitor as to which elements are consistent with the historic scene and which elements are not. If restoration is chosen as a treatment it must be done with a minimum of conjecture (that is, enough must be known about the condition of the resource at a certain time). Other factors in treatment decisions are the proposed functions of the buildings and their relationship to the interpretive themes. If preservation is chosen, the necessity to explain the evolution of the building will make interpretation more difficult than it would be with restoration. If rehabilitation is chosen, the visitor experience will be different than if restoration or preservation is chosen.

The secretary of the interior's standards for the treatment of historic properties provides for these treatment options:

> *Preservation*: A structure or landscape may be preserved in its existing condition if that condition allows for satisfactory protection, use, or interpretation, or if another treatment is warranted but cannot be accomplished until some future time.
>
> *Rehabilitation*: A structure or landscape may be rehabilitated for a contemporary use if it cannot adequately serve an appropriate use in its present condition and if rehabilitation will not alter its integrity.
>
> *Restoration*: A structure or landscape may be restored to an earlier appearance if restoration is essential to visitor understanding of the resource and its story and if sufficient information is available to allow restoration with a minimum of conjecture.

The proposed treatment of cultural and archeological resources at Ulysses S. Grant National Historic Site must be consistent with these policies and guidelines. In addition Section 106 of the National Historic Preservation Act requires consultation with the State Historic Preservation Officer for any action affecting eligible, listed, or national register properties.

Visitor Capacity

Determining carrying capacity is a major function of the plan. This plan will identify the level of visitation that would protect the resources and allow for a quality visitor experience on an interim basis until a visitor experience and resource protection plan is complete. More visitors probably will want to visit the Ulysses S. Grant National Historic Site than the park area, staff, and resources can accommodate. Other considerations include public expectations for visitor use and the educational mission stated in the site's enabling legislation.

Site Development

Each alternative will address the level and type of development needed to ensure the desired visitor experience while remaining compatible with the proposed resource treatment. Options range from elimination of modern developments on-site to relatively comprehensive development of the site's resources. A cultural landscape report is required.

Partnership Opportunities

The Park Service is increasingly aware of the need to develop a mutually beneficial working relationship that extends beyond park boundaries. This need holds particularly true at a site such as White Haven, where the small size of the park and the proximity of existing and new development adjacent to the site make it essential to work cooperatively with park neighbors. At least six issues at the park cannot be resolved within the site borders.

Residential Neighbors. Care must be taken to limit the impact of park development and operation to ensure that it does not adversely affect surrounding residential neighbors. Buffers to mitigate the visual and audible intrusions of the site on the neighborhood and vice versa could be provided.

Nonresidential Neighbors. There is a strong potential for shared visitation between Grant's Farm and Ulysses S. Grant National Historic Site. Grant's Farm is able to accommodate as many as 5,000 visitors per day, by reservation only, while White Haven could accommodate only a small fraction of that number under any scenario. The Park Service would need to work closely with Grant's Farm to ensure that visitors use the appropriate parking facilities and that people wishing to visit both resources do not interfere with the operations by leaving automobiles in either lot for extended periods while using the adjacent recreation opportunity. The Park Service and Grant's Farm may wish to pursue a joint reservations system and other ways to manage visitation and share information.

Gateway Trailnet is working to convert a railroad right-of-way adjacent to the site's boundary for use as a hiking and bicycling trail. The Park Service and Trailnet have discussed the possibility of sharing a parking facility to be built in the portion of the trail land immediately adjacent to the National Historic Site. Aspects of this partnership need clarification, including security, access, information, and restrooms. (See "Parking" below.)

Cooperative Interpretation. Cooperation with other St. Louis-area attractions and with other Grant commemorative sites nationwide would be beneficial to the site. Opportunities for shared educational programs and exchanges of information are explored in the interpretive plan.

Access. Grant Road, which provides the primary access to the site, is owned by Grantwood Village. Grant Road is used by area residents as a throughway to the interstate highway system; it also serves as the primary access to Grant's Farm. Village representatives have stated that Grantwood is unable to continue to maintain the road, and they have pursued attempts to turn it over to St. Louis County or the federal government as options instead of closing the artery. It would take Federal legislation to transfer ownership or responsibility for road maintenance to the Park Service. A secondary entrance to the site enters off Whitehaven Drive, which is also a village road. It is a quiet street that winds through the village's residential neighborhood; its meandering course is difficult to follow, and it is unsuitable for access to the historic site.

St. Louis County conducted a traffic analysis in 1992 (see appendix C) which indicated that traffic patterns are strongly influenced by recreation users of Grant's Farm. An additional 25% increase in traffic levels may result in a need to widen Grant Road to safely accommodate the traffic volume.

Parking. The small size of the site and the legislated mission to preserve the resources make parking a major issue. Opportunities to resolve this issue include offsite parking, onsite parking,

a shuttle system, or a cooperative parking arrangement with neighbors.

Gateway Trailnet plans to develop a railroad right-of-way[4] immediately adjacent to the site for recreation use. Gateway Trailnet has expressed willingness to cooperate in building a parking lot in the area immediately adjacent to White Haven that could serve site visitors and staff as well as trail users. Gateway Trailnet proposes to work with the Park Service and Grant's Farm management to design the facility, and then to lease a portion of the facility to the park. Grantwood Village has filed a lawsuit to contest the involvement of Gateway Trailnet, Inc. with the railroad right-of-way. A successful outcome of the Grantwood Village lawsuit would put development of the right-of-way in question and complicate the parking issue.

Drainage. Solutions to the drainage problem may be difficult and costly. Resolution of the problem will require the cooperation of all property owners. The property is situated so that surface runoff from the hillside and adjacent developments naturally drains across the site, continuing across Grant Road into Gravois Creek. Much of the park lies within a 100-year floodplain (that is, it has a 1% statistical likelihood of flooding in a 100-year period)[5]. A hydrologic assessment prepared by the Park Service recommends against the development of any facilities, including a parking area, within the floodplain. A preliminary assessment indicates that improving drainage would be costly. A copy of the hydrologic assessment is in appendix D.

Factors in the Planning Process

The Park Service carefully assessed the alternatives to determine which most adequately responded to the mission stated in the site's enabling legislation (see "Introduction"). The Park Service also considered whether the proposed treatment of the cultural resources allowed for adequate accomplishment of the site's educational mission. Equal attention was paid to each alterative's responsiveness to other mandates (laws, regulations, and policies) that apply to activities at Ulysses S. Grant National Historic Site, particularly mandates applying to cultural resources management and the body of legislation guiding access and life and safety codes. Space limitations and other factors that naturally limit the options for management of the site were considered. Public expectations and opinions influenced the selection of the proposal. Finally the relative costs of the various alternatives were considered.

4. The railroad right-of-way may be a historic resource associated with Grant. This property has been railbanked, and, while very unlikely, it could be returned to an active railroad. When the Park Service is ready to enter into an agreement with the property owner to allow parking, the necessary consultations as required by section 106 of the National Preservation Act will be conducted.

5. The area has flooded four times since 1990.

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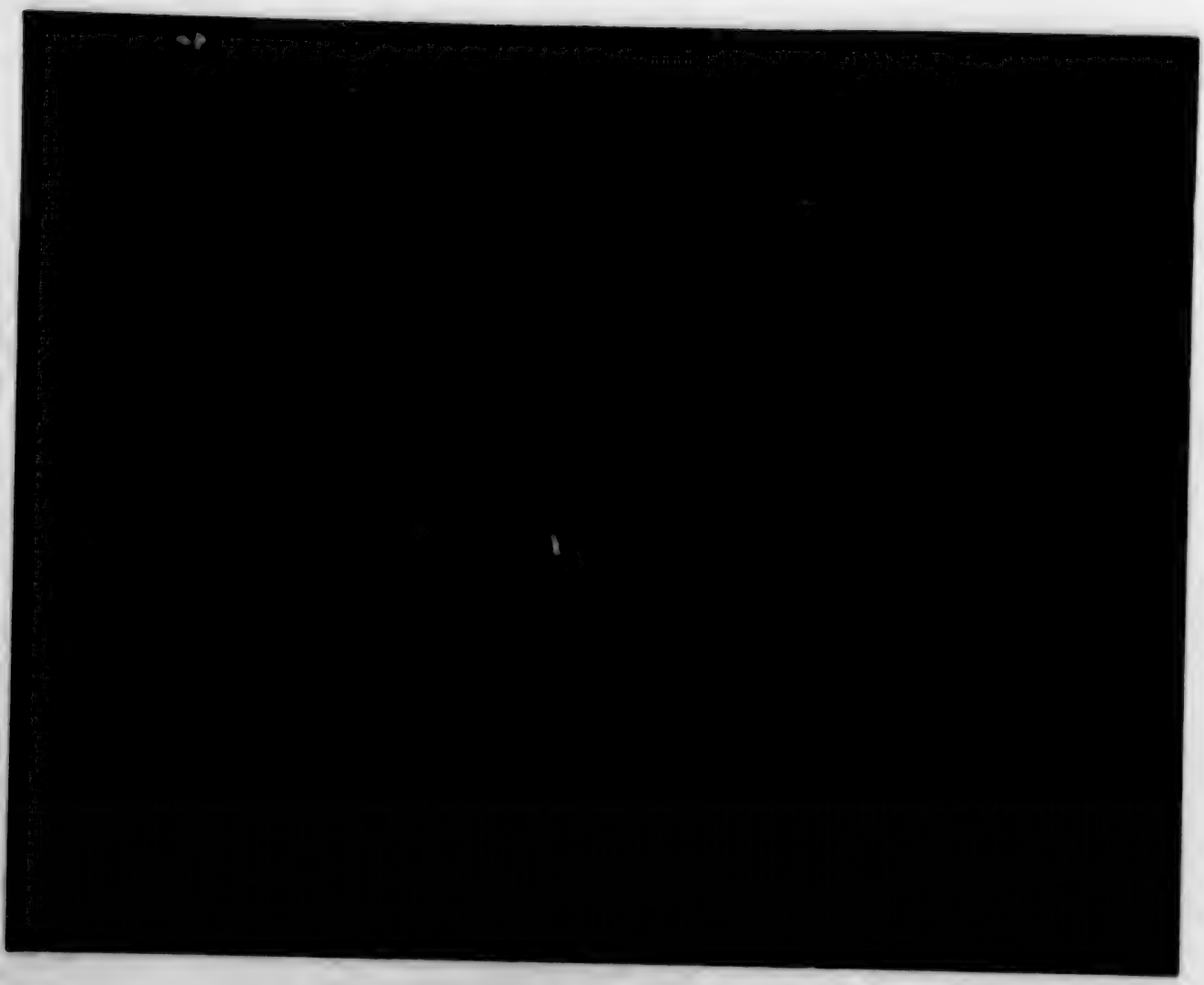

THE PROPOSAL AND ALTERNATIVES

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THE PROPOSAL (ALTERNATIVE D)

This proposal — alternative D — is the recommended general management strategy for Ulysses S. Grant national historic site. It is being recommended for these reasons:

Alternative D is most responsive to the legislative mission and best furthers the purpose and significance of the park. The site's enabling legislation emphasized the importance of the property in the lives and relationship of the Grants.

Restoring the house and maintaining the essence of the barn would provide a sense of place in the historic period. (In contrast, preserving the house in its present condition, with a 20th century kitchen, bathrooms, and garage doors, would give little sense of the Grants' lives or time at White Haven.) The visitor would experience the story primarily through the resources of the site and would gain a sense of the 19th century setting and the sense of refuge that the site gave the Grants.

The building treatment was also chosen because the cost difference between preservation and restoration was minimal.[6]

Based on public involvement the building treatment and interpretation for this alternative may have the highest potential for public satisfaction. Most people who commented on the alternatives favored restoration. Many of the respondents were involved in early efforts to preserve White Haven, so their comments may represent the expectations of people that were involved.

The proposal best integrates the building treatment, the desired visitor experience, and site development by restoring the buildings to Grant's time and using them as the principal means to tell the story within the primary visitor circulation area.

The proposal tells the broadest possible story of the Grants without negatively affecting the resources.

GENERAL DESCRIPTION

Under this alternative, the Park Service would combine a resource-based approach with other interpretive methods to interpret the life and careers of Ulysses S. Grant and his partnership with Julia Dent Grant.

The historic structures would be the focus of the visitor experience and would be used to tell the story of the Grants' lives at White Haven, their partnership, and their relationship with the place. Because the structures in their current configuration reflect 20th century uses and owners, the sense of the home the Grants knew is lost. The overall appearance of the 19th century main house exterior, discrete hallways, minimal passageways, fundamental use of the rooms, and traffic flow cannot be perceived by visitors to White Haven. To convey the qualities of the structure as it stood in the 19th century, it should be restored to its 19th century appearance. Modern elements of the main house and stone building would be removed and missing elements would be rebuilt.

6. Whether preserving or restoring the structures, the seismic upgrades, life and safety code upgrades, lead paint abatement, and structural repair work must be completed. These activities account for a large part of the estimated costs so there would be a minimal cost difference between treatments (about $1.4 million for preservation, $1.9 million for restoration).

The barn was chosen to house visitor services because of the available space and link to the interpretive story. The flexibility of rehabilitating the structure, because it has already been significantly altered, was also considered. The need for modern functions, such as restrooms, classroom, theater, and museum store, in addition to the exhibit area, led to the decision to rebuild the barn wings and construct an addition to the rear of the barn for the theater. The remaining space was allocated to administrative functions to optimize the structure's capacity.

The outbuildings would be interpreted as features of the historic farm. Modern structures would be removed from the landscape. If possible, significant features of the landscape in the "core" area would be restored and 20th century alterations would be removed.

All of the interpretive themes would be presented. The historic structures would be used to interpret the Grants' lives at White Haven, while other aspects of the interpretive story would be interpreted using a variety of means in the expanded visitor contact area and museum (barn). All of the interpretive themes would be presented in depth with an emphasis on the Grants' early years together and Julia's integral part in the partnership with her husband.

Ulysses S. Grant National Historic Site would continue to function as a separate and independent unit of the national park system.

RESOURCE TREATMENT

Historic Structures

The main house, chicken house, icehouse, and stone building would be restored to their 19th century appearance. The main house, as the centerpiece of the site, would be the primary vehicle for communicating the theme that White Haven provides the sense of place for the Grants. Only the first floor would be accessible to visitors because modifications required to make the other floors structurally stable and accessible would require unacceptable alterations to the fabric and configuration of the house.[7] The house would not be furnished,[8] but would include interpretive exhibits in the three historic rooms on the ground floor of the main house. The exhibits in the house would be of such a size and scale as to evoke the feeling of a 19th century interior. The interior restoration would include walls, moldings, fireplaces, doors, windows, and (if information is available) wall treatments and window coverings. The two smallest restored rooms (see Main House Plan) would be adapted to include a small staff restroom and office space for use by park staff. The stone building would house interpretive exhibits.

The barn would be rehabilitated for visitor services and would contain public restroom facilities and a museum shop. To provide space to accommodate modern needs, the barn would be enlarged by adding wings reminiscent of those on the original structure in the 1870s while Grant was president. Missing historic dormers would be

7. To make the other floors structurally able to bear the load of visitor use and to provide access for all visitors, the Park Service believes there would be an undesirable loss of historic fabric (that is, floors, joists, beams, and walls) of the main house.

8. Service policies dictate that furnishings be used only when it is possible to re-create their historic appearance and placement. Original furnishings are unavailable. Documentary evidence consulted up to this time does not indicate the nature of furnishings and their placement in the main house. The exact placement of historic furnishings (or even, in some instances, the historical uses of some rooms) is unknown. Therefore, furnishing the historic rooms is not possible at this time.

reproduced. A small addition would be added to the rear to accommodate a theater. The character of a barn would be maintained in the interior by keeping the space as open as possible, with views to the loft and along the central axis, and by maintaining as much of the original fabric as possible.

Cultural Landscape

The grounds would be rehabilitated; the core area would be restored to its 19th century appearance if possible, using minimal conjecture. Wayside exhibits would be at various locations along the pedestrian paths to assist visitors in appreciating the site's resources and interpretive themes. These waysides would be designed to be minimally intrusive on the historic setting. Site work would be limited to rehabilitation of grounds to provide pedestrian access and ensure access for all people and to reclaim areas formerly occupied by demolished features and other alterations.

All disturbed areas would be replanted using vegetation appropriate to the historic setting. Twentieth century intrusions on the historic setting (such as parking) would be removed or avoided as much as possible. The trees are also 20th century additions, but because they screen the site and separate it from the surrounding urban environment, they would not be removed. Modifications to the vegetation would be minimal until a cultural landscape report is completed.

VISITOR USE

The visitors would experience much of the story through the resources of the site. These resources, in conjunction with interpretive presentations, would help evoke a sense of life in the 19th century. The buildings would give a glimpse of the life of the Grants at White Haven through exhibits and building restoration.

The visitor experience would begin in the parking lot adjacent to the site at a kiosk giving information on available activities. Heavy screening would be placed between the parking lot and the site to create an experience for visitors

White Haven barn.

of entering the 19th century. Visitors would enter the front of the barn and be confronted by the vast space of the structure, the height of the rafters, and the materials of the interior, which leave no doubt that this was a barn.

Visitors may proceed to an information desk, through exhibits, and into the museum shop and then the theater, where they may view an orientation film. Exiting the barn from the rear, visitors would follow a path to wayside exhibits that would explain the extent of the historic property, the cultural landscape, and historic photographic views of the house. Following the path further, visitors may proceed to the house or walk around it to view more wayside exhibits and the outbuildings. Throughout the walking tour visitors would be able to imagine the sense of refuge the place offered to the Grants. The chicken house would be interpreted as a historic building that was typical on many 19th century farms and may have been part of the farm during the time that Grant was associated with the property.

Information and Orientation

Orientation for onsite programs would take place in the expanded barn through a variety of interpretive media. Further information and souvenirs, books, and other materials would be made available through an onsite museum shop operated by the Jefferson National Expansion Historical Association. Information about area attractions and other Grant-associated properties also would be available in the visitor contact area and museum.

Interpretation and Visitor Experience

The primary emphasis of interpretive programs would be Ulysses S. Grant's life and public service, Julia's influence on her husband and his careers, and the relationship between the Grants and White Haven. The historic structures would be the setting through which the Grants' personal lives and White Haven experience would be interpreted; other aspects of the story would be interpreted through personal contact with park rangers, interpretive exhibits, audiovisual programs, and formal education programs. The average tour would vary depending upon which of the programs the visitor chooses. Access to the main house would be limited by a reservation system. A range of alternate programs would be available in the barn and on the grounds.

The main house and stone building would house exhibits portraying the lives of the Dent and Grant extended families and other occupants of White Haven, including slaves, tenants, and farm workers. Only the first floor would be accessible to the public; the remainder of the house would be interpreted by other means, such as photographs and drawings.

The barn would be expanded and rehabilitated to provide for a full range of visitor functions, including a museum, a theater, exhibits, a classroom, and a museum store. The barn would also house the site's administrative offices. Maintenance activities would be moved to another location to limit impact upon visitor experiences.

Visitors would continue to have access to the grounds off the paths unless there were safety problems or serious degradation to the resources.

Visitor Services

The historic barn would be rehabilitated to house a visitor contact area and museum. It would include a theater for viewing audiovisual programs and exhibits on various aspects of the Grants' lives and public service and would provide a fuller interpretation of the Grants and of White Haven than under alternatives

A, B, or C. Formal education programs would be an established part of the visitor services program. Brochures interpreting the various themes would be available, as would a variety of sales items and reading materials relating to the Grants, the Civil War, the presidency, and White Haven in the context of mid-19th century America. The main house and stone building would also feature interpretive exhibits about the Dent and Grant families and their White Haven property. Other visitor services, such as restrooms, would be available in the visitor center.

Visitor Capacity

A visitor experience and resource protection plan is recommended to manage future visitation decisions. The plan would also devise a monitoring system for visitor satisfaction and resource degradation. In the interim a reservation system would be used to monitor and control visitation.

A joint reservation system with Grant's Farm should be investigated, as it is probable that a majority of visitation at the park would come from Grant's Farm visitors. A joint system would reduce visitor frustration. Reservations would be required for access to the house tours, large groups, and school groups. Individuals could be accommodated on a first-come basis in the winter. A reservation system would give the park the flexibility to expand or contract the number of visitors allowed into the park without the appearance of unduly limiting visitation. Being able to turn off the flow of visitors by saying the park had reached capacity on a particular day or time would greatly enhance the park's ability to monitor and manage the impacts on the resources and to provide a better visitor experience. Constant monitoring of the state of the resources would be necessary to guide decisions about the proper level of visitors.

The resource protection plan would set limits on the optimum number of visitors. In the interim, the only fixed limit would be the number of visitors allowed on the house tours, which is 12 at a time, 3 tours per hour, or 240 visitors per day in the house. This number could be adjusted up or down depending on effects on the house and perceptions of visitor crowding and levels of satisfaction.

GENERAL DEVELOPMENT

Structures and Facilities

The site's development and visitor intensity would be concentrated in the barn area to protect the visual integrity of the core area around the main house, which is the focal point of the property. The barn would be rehabilitated and enlarged to accommodate the visitor contact area and museum. It would include space for exhibits, a theater for viewing an orientation film, a classroom, and a museum shop. Administrative and interpretive office space and a small park library would also be housed in the rehabilitated barn. The temporary parking area constructed in 1994 would be removed, as would the cottage that currently houses the administrative office.

Maintenance would be located onsite under this alternative. A 1,200- to 1,500-square-foot building, to be constructed in the north corner of the site, would be designed to resemble the residential homes outside the site to alleviate possible concerns from area residents. It would be heavily screened to protect visitors from receiving mixed visual images (that is, a 19th century house and a 20th century maintenance shop). All park maintenance operations would originate from this structure. Onsite maintenance would provide quick responses to emergencies or unplanned situations because equipment, tools, and employees would be readily available.

Under this alternative the maintenance facility would not be placed in the barn's development zone. Activities associated with maintenance would have a negative impact on the visitor experience. Noise, fumes, and equipment traffic would be a distraction to the visitor orientation and other visitor services that emphasize the historic setting if these activities share common space. In an effort to fulfill the philosophy of this alternative, maintenance should not be in the same building or close to the prime visitor contact area.

Under this alternative an offsite facility would not be economically feasible unless it were placed on purchased property directly adjacent to the site. The cost of an offsite maintenance operation under this alternative would be twice the amount estimated for an onsite operation. The amount spent on rent after four years would equal the construction costs of an onsite facility. Additional expenses for transporting equipment and materials would also be incurred under the offsite program. Two new trucks and trails would have to be purchased to operate effectively. The trucks would need to be replaced on a recurring seven- to ten-year basis. These costs would not exist with an onsite operation.

The existing trees would be maintained. A new path from the rear of the barn would lead to the house, passing some wayside exhibits. The existing driveway would be used for the rest of the path system; it would be surfaced with a material compatible with the historic setting.

Access, Circulation, and Parking

Vehicular access onsite would be restricted to emergency vehicles and occasional administrative and maintenance activities. Access would be provided from Grant Road.

Parking is purposely limited to control the visitor use levels. To reduce intrusions on the historic setting, parking would be located offsite, preferably adjacent to the site on the railroad right-of-way. Parking would be provided for 20 cars and 2 buses or 40 cars and no buses. The lot would be heavily screened from view of the road and surrounding uses to maintain the ambience of the setting. The Park Service may wish to negotiate a cooperative agreement with Grant's Farm to provide staff parking at the Grant's Farm lot. For this to happen, full cooperation of the Park Service, Grant's Farm, and Gateway Trailnet would be needed to work out the details of the design. If for some reason adjacent parking is not available, options such as shared parking with Grant's Farm, or parking at a more remote location (which could require a shuttle and an additional employee), should be considered. Issues that would need to be resolved include parking location, development of a staging area, vehicle operation (contract or Park Service), vehicle ownership and maintenance, and costs (to the visitor and the Park Service). Nearby parking would still need to be available for visitors with disabilities who could not use the shuttle. The costs of operating or contracting for the shuttle service would probably be greater than $100,000 per year based on costs at other sites in the system. There also would be costs for the development and use of a staging and parking area. All of these costs would depend on the availability of an appropriate site and its distance from the park.

Onsite parking is not considered a feasible option, as it is inconsistent with the objectives of this alternative. It would be difficult to persuade visitors to move their cars from Grant's Farm to the proposed adjacent offsite lot. It is less likely that visitors would travel to a parking area even farther away to board a shuttle (probably paying a fee) to return to the area.

Paved accessible walkways would be constructed so as to blend with the historic setting. Pedestrian traffic would originate from the visitor contact area of the barn along hard-surfaced trails

constructed to visually resemble historic pathways by using materials such as soil cement or an exposed brown aggregate. The trails would follow the historic trace from the barn to the front of the main house. Trails not following historic paths would be constructed of a different nonintrusive material. Accessible walks would be provided to all historic structures.

Utilities

All existing site utilities would be removed and replaced with expanded systems capable of supporting these new systems: fire suppression, heating, ventilation, air conditioning (HVAC), electrical, water, sewer, and communications. The systems in the main house would be designed and installed so that, whenever possible, they would not be 20th century distractions to the 19th century atmosphere. The barn would receive all new systems to support visitor services and administration needs. Whenever possible modern utility systems would be placed underground to reduce visual intrusions on the historic settings.

Removals

Several modern features and structures would be removed from the historic zone to restore the historic setting to the extent possible and practical. The existing gravel parking lot would be removed, and arrangements would be made for offsite (but adjacent) parking.

MANAGEMENT

Park Operations

The site would continue to function as a separate unit of the national park system. The site would require an expanded maintenance and ranger staff because of increased interpretation opportunities. The administrative function would be in the rehabilitated barn. The maintenance operation would remain onsite; a small low-key maintenance facility would be constructed onsite to blend with the residential neighborhood.

Zoning

Most of the site would be zoned as a historic zone, with a restoration subzone in the area immediately surrounding the main house and stone building and a rehabilitation subzone surrounding the barn. All nonessential modern intrusions would be removed. There would be a small development zone to accommodate maintenance activities in the northern corner of the site. (See The Proposal: Alternative D Site Plan.)

Boundary Adjustments

Boundary adjustments would be required if property became available directly adjacent to the site for use as a maintenance facility. If any boundary adjustments greater than 5% of the existing size of the national historic site are necessary, the boundary change would require legislative approval.

PLAN IMPLEMENTATION

Agreements allowing offsite, adjacent parking would be required. A larger staff would be needed; this alternative would require approximately 22 full-time equivalencies (FTEs)[9] (minimal staffing level) to 27 FTEs. Methods of managing visitation, including a reservation system, would be necessary. An agreement with Grant's Farm for information and

9. A full-time equivalency is the equivalent of one position for one work-year. It could be one full-time position for one year; two positions for six months each; three positions for four months each; and so on.

reservation sharing may be desirable. A cultural landscape report would be needed before the restoration of the grounds is started. The Park Service would work with adjacent owners to reduce the threat of flooding. The recommendations from the historic structures report and the long-range interpretive plan would be implemented if this alternative is selected.

ESTIMATED COSTS

The cost of restoration and development would be relatively high (see table 1); development costs would last for the duration of the various aspects of the projects only. Operating costs would be relatively moderate to high; these costs would be recurring and would be adjusted periodically to reflect changing circumstances.

PROPOSED STUDIES

This plan proposes a visitor experience and resource protection study and a cultural landscape report.

Interim Carrying Capacity Study

The historic resources on the site are delicate and relatively small in scale. They are physically unable to accommodate large groups of visitors. This study conducted an analysis that suggests the demand to visit the site would be high and that the potential for high visitation already exists with the popularity of Grant's Farm located across the street, national interest in President Grant, and the already strong educational interest of nearby schools. The planning team contacted other NPS sites to determine some of the available tools to manage visitation to protect fragile resources. Most frequently a reservation system is the tool used. Appendix E presents the sites contacted and the methods they use to protect resources.

The planning team also contacted local and national sites that interpret Ulysses S. Grant and, among other things, inquired about yearly visitation. Some sites interpret Grant exclusively (his birthplace, his boyhood home, and the state historic site in Galena, Illinois), while others interpret Grant as one of a number of military leaders (Petersburg and Richmond national battlefields). This information was gathered to attempt to estimate the public interest in Grant and thereby estimate possible visitation. Current visitation at Ulysses S. Grant national historic side was also considered. The information shows a high interest in Grant and that the site may be heavily visited.

Park staff would manage visitation for the maximum number of visitors for each alternative and continue to monitor park resources and visitor use, judging whether carrying capacity is being exceeded in any zone. The recommended level and types of visitor use and facility development in the proposal are not believed to result in unacceptable effects on the desired visitor experience or on the park's natural and cultural resources. However, if the carrying capacity is judged to be exceeded, the Park Service would take actions to restore conditions to acceptable levels, such as restricting visitor use or modifying facilities. For the life of this plan, park visitation is expected to be controlled by the quantity and quality of facilities and by management actions.

The planning team determined maximum carrying capacity for the main house at 240[10] per day for the proposal; other alternatives have different maximums. The proposal recommends a reservation system and keeping visitor facilities at a scale compatible with the site.

10. Based on 3 tours per hour, 12 people per tour, 8 hours per day.

TABLE 1: DEVELOPMENT AND STAFFING COSTS — THE PROPOSAL (ALTERNATIVE D)

RESTORATION AND DEVELOPMENT COSTS				
Estimated treatment cost of the five historic structures				$5,200,000
Addition of theater to barn				528,000
Design, fabrication, and installation of interpretive exhibits in adapted barn (visitor center and museum)				1,200,000
Develop and produce audiovisual program (film) for visitor orientation				195,000
Archeological testing and evaluation associated with construction				120,000
Sidewalks, access ramps, etc.				100,000
Construction of maintenance building				270,000
Demolition of modern features				12,000
Perimeter fence				105,000
Site reclamation and landscaping				75,000
Cultural landscape report				50,000
Total				**$7,855,000**
STAFFING COSTS				
Minimum Staffing	**FTE**	**Salary***	**Benefits**	**Total**
Administration				
Superintendent (GS-13)	1	$49,401	40.00%	$69,197
Admin. manager (GS-9)	1	28,648	40.00%	40,107
Admin. assistant (GS-6)	1	21,076	40.00%	29,506
Admin. assistant (GS-5)	1	18,907	40.00%	26,470
Maintenance				
Chief (GS-9/11)	1	34,662	40.00%	$48,527
Maint. mechanic (WG-9)	1	28,968	40.00%	40,555
Maintenance worker (WG-5)	1	24,105	40.00%	33,747
Tractor operator (WG-5)	1	24,105	40.00%	33,747
Laborer (WG-3)	3	20,265	40.00%	85,113
Seasonal laborer (WG-3)	0.76	20,265	07.65%	16,579
Resource Education				
Chief (GS-11)	1	34,662	40.00%	$48,527
Resource educator (GS-9)	5.2	28,648	40.00%	208,557
Historian (GS-9)	1	28,648	40.00%	40,107
Education specialist (GS-9)	1	28,648	40.00%	40,107
Seasonal park guide (GS-5)	0.65	18,907	07.65%	13,230
Resource Protection				
Resource education and protection (GS-9)	1	28,648	40.00%	$40,107
Total Minimum FTEs	**21.41**			**$814,147**
Optimum Staffing (Additional Employees)				
Seasonal historian (GS-5)	0.32	18,907	07.65%	$6,513
Resource educator (GS-9)	1	28,648	40.00%	40,107
Education assistant (GS-9)	1	28,648	40.00%	40,107
Seasonal park guide (GS-5)	0.92	18,907	07.65%	18,725
Seasonal laborer (WG-3)	0.38	20,265	07.65%	8,290
Maintenance worker (WG-5)	1	24,105	40.00%	33,747
Laborer (WG-3)	1	20,265	40.00%	28,371
Total Additional FTEs	5.62			$175,860
Total Optimum FTEs	**27.33**			**$990,007**
MISCELLANEOUS OPERATIONS COSTS				
Utilities, supplies, materials, leased parking facility, travel, training				$200,000

TOTAL ESTIMATED COSTS

	Minimum Staffing Option	Maximum Staffing Option
Restoration/Development Costs	$7,855,000	$7,855,000
Staffing Costs	814,147	990,007
Miscellaneous Operating Costs	200,000	200,000
TOTAL	$8,869,147	$8,045,007

*Cost estimates for staff were based on 1994 pay scale numbers.

In the interim before completion of the visitor experience and resource protection study, a simple study could be conducted by park staff using methods such as visitor satisfaction surveys, simulated crowd scenes, a questionnaire, and structural determinations of maximum loads.

Visitor Experience and Resource Protection Study

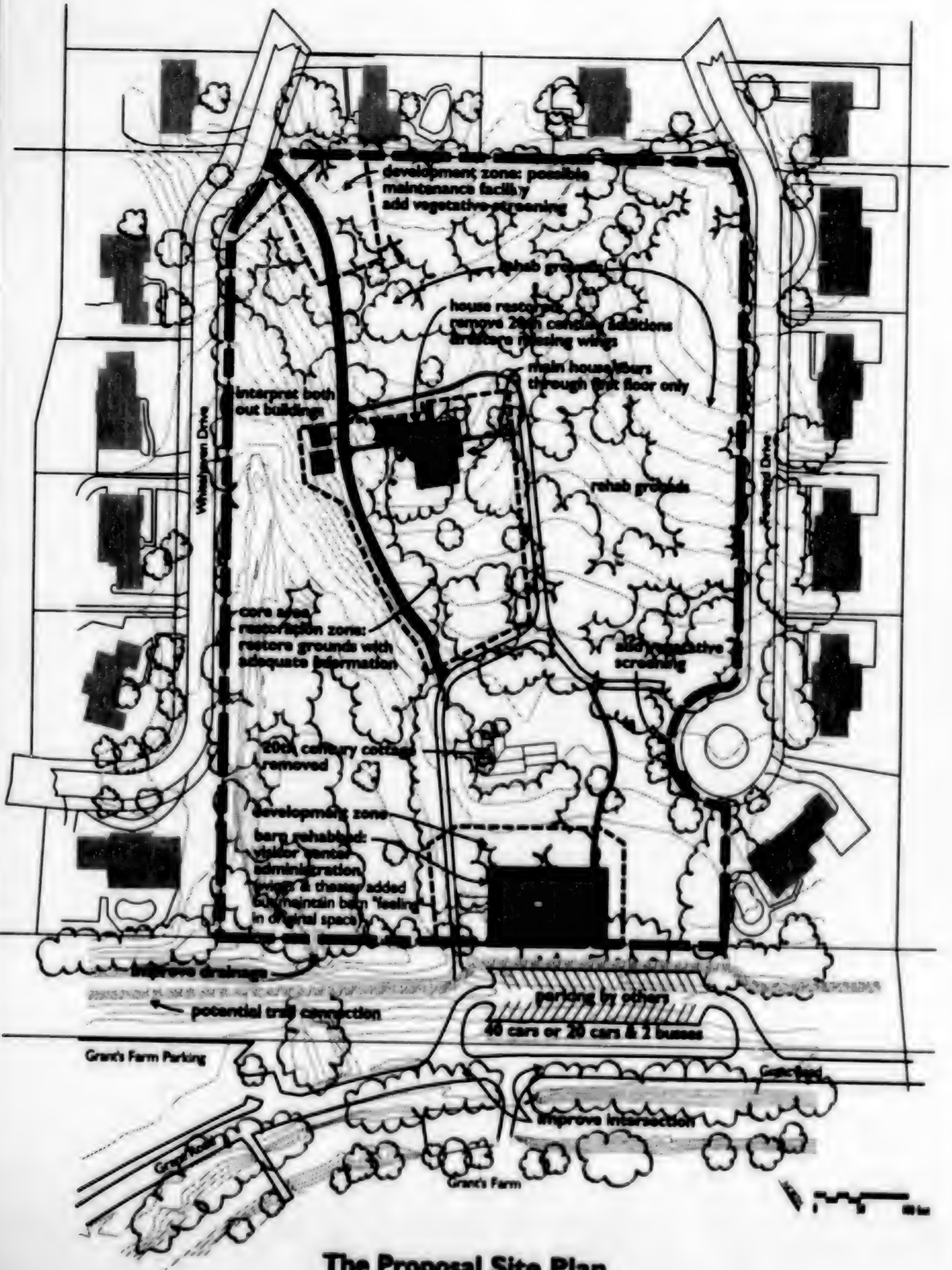
The Park Service is currently developing a visitor experience and resource protection analysis process for addressing carrying capacity based on the United States National Forest Service's limits of acceptable change system, the National Parks and Conservation Association's visitor impact management framework, and the Park Service's management policies. Under the process, carrying capacity is defined as the type and level of visitor use that can be accommodated while sustaining the desired resource and social conditions that complement the purposes of the park units and their management objectives.

This plan proposes conducting a visitor experience and resource protection study. Carrying capacity would be integrated into visitor use planning and management through a series of steps. Management zones and desired resource and social conditions are identified briefly for all areas of the park. Management strategies are devised to achieve the desired conditions. Key impact indicators are then identified for each zone and used to measure whether the desired conditions are being met. Next, existing conditions are analyzed with respect to desired conditions, and probable causes of discrepancies are identified. Based on this analysis, management strategies are refined. A program of continuous monitoring and evaluation is then implemented.

The Park Service is just beginning to test the visitor experience and resource protection process. Implementation of an approved carrying capacity methodology is several years away. However, this general management plan provides a basis for beginning to address the park's carrying capacity. The plan identifies general management goals, management zones, and management strategies and identifies an interim maximum number of visitors. Specific desired conditions and key impact indicators still must be identified, and desired conditions should be compared with existing conditions. Adopting this approach to carrying capacity would also require the park to establish monitoring and evaluation procedures to ensure that acceptable resource and social conditions are achieved and maintained.

Cultural Landscape Report

The cultural landscape report provides a physical history and site analysis, some treatment and development alternatives, and documentation to implement the selected treatment.



The Proposal Site Plan

Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service

The Proposed
PORCH 114
EXHIBIT SPACE 111
HALL 110
OFFICE/FIRST AID 109
PORCH 113
EXHIBIT SPACE 100
HALL 102A
HALL 103
EXHIBIT SPACE 104
EXHIBIT SPACE 105
EXHIBIT SPACE 101
PORCH 106

The Proposal: house treatment - front view main house
(restore exterior/interior)

SOUTH ELEVATION

The Proposal: house treatment - west elevation
(restore exterior main house and stone building)

The Proposal: barn treatment - south elevation
(restore exterior with dormersand wings added)

SOUTH ELEVATION

The Proposal

The Proposal: barn treatment - interior of barn/visitor center
(rehabilitate interior/exterior)

SECTION LOOKING SOUTH
SCALE 1/8" = 1'-0"

OVERVIEW AND KEY DIFFERENCES

The Proposal (Alternative D)

The resources under the proposal would reflect the ambiance of White Haven as a farm, as they would under alternative C, but additions to the barn would allow for an in-depth interpretatioyn of the entire story and career of the Grants.

This alternative would restore the core area of the site to its historic 19th century appearance. In addition this alternative calls for increasing the size of the barn to tell a more comprehensive story than would be told under alternative C. The barn would be rehabilitated to resemble its appearance when Grant was president by adding wings and dormers. The barn would also have a theater added to the rear.

The visitor experience under this alternative would be more comprehensive than under alternatives A, B, or C. A greater number of visitors could be accommodated than under alternatives A, B, and C, but fewer than under alternative E. The proposal is more responsive to the resources management and interpretive mission stated in the site's enabling legislation (Public Law 101-106) than are alternatives A, B, or C.

This alternative calls for management of the site as a separate unit of the national park system (as do alternatives C and E).

Alternative A

This alternative reflects existing conditions. Under this alternative the resources would be stabilized and would retain their present appearance. This is the only alternative in which life and safety codes would not be met, and only limited visitor facilities would be available. Visitor safety and resource protection would be ensured through a reservation system, guided tours of the house and grounds, and controlling the size of tour groups. This is the only alternative under which access for people with disabilities would be confined to programmatic access; physical access to most historic structures would be limited. This alternative would accommodate the least number of visitors.

The visitor experience would be the most personal in this alternative because programs would be flexible, respond to visitors' expressed interests, and accommodate work in progress at the site. The present condition of the resources and ongoing research and stabilization activities would not allow for in-depth interpretation or focus on the lives of the Grants at White Haven. The eventual completion of all stabilization activities would permit more in-depth interpretation on the Grants at White Haven than during present stabilization activities.

The site would maintain its current staff and administrative relationship to Jefferson National Expansion Memorial.

Alternative B

This alternative represents the minimum action necessary to open the site to the public in compliance with life and safety codes. As it would in alternative A the site would retain its present appearance, but necessary structural improvements to ensure visitor safety and access would be added.

This is the only alternative that would reduce onsite staff to the minimum necessary for visitor safety and resource protection. More visitors would have access to the site than under alternative A because life and safety improvements would enable access by those currently offered only programmatic access.

This is the only alternative under which the visitor experience would be self-guided. Visitors would use a self-guided brochure, exhibits, and an audiovisual program. Therefore, programs may not be responsive to visitor interests, and the lives of the Grants at White Haven would not be interpreted in depth. This alternative would have the most impersonal interpretation.

Because of reduced staff and the self-guided tours, this alternative has the second most potential for damage to the resources. (Alternative E has even more potential for damage.)

This is the only alternative that calls for management by the Jefferson National Expansion Historical Association.

Alternative C

This alternative would restore the site and its structures to their historic 19th century appearance (similar to the proposal). Unlike the proposal, however, the barn would not be expanded; it would maintain its current appearance and size. Like the proposal, this alternative would use the resources to re-create the ambiance of White Haven farm.

Unlike the broader interpretation under the proposal, interpretation under this alternative would focus only on the Grants' early years and their daily lives at White Haven. Similar to alternatives A and B, an in-depth interpretation of the Grants' entire lives and career would not be available.

Visitor access to the grounds and increased services in the barn would allow for a greater number of visitors than under alternative A (but less than under alternatives B, D, or E). This alternative would involve more personal contact than alternative B. It would be more responsive to the resources management and interpretive mission as stated in the site's enabling legislation than alternatives A or B (but less than D or E).

This alternative and alternatives D and E call for management of the site as a separate unit of the national park system.

Alternative E

This is the only alternative that would permit new development onsite and rehabilitation of the structures to provide the most information, to the largest possible audience, using the widest variety of interpretive methods. It is the most responsive to the interpretive mission. In addition to those additional visitors who could be accommodated onsite, this alternative would make extensive use of networking with other theme-related sites and institutions to reach a national (or international) audience.

The most in-depth interpretation of the Grants' lives and careers would be told under this alternative. Unlike alternative C and (to a lesser degree) the other alternatives, this option places the least importance on resource protection, emphasizing instead the objective of making optimum use of space available for visitor services. Unlike alternatives C and D this alternative could result in a loss of historic fabric. Unlike the other alternatives the visitor center could be offsite.

Similar to alternatives C and D, this option calls for management of the site as a separate unit of the national park system.

ALTERNATIVE A: NO ACTION

General Description

Under this alternative, current management strategies would remain in place. The Park Service would continue its present activities (gathering information to guide resource treatment and interpretive programs, stabilization of cultural resources, and informing the public about the Grants and their White Haven property). However, several issues and problems would remain unresolved. The site would fail to meet life and safety codes, necessitating possible closure of the house to tours. The following issues related to life and safety codes would be unresolved: no emergency lighting, inadequate means of egress, open cavities throughout the structure (resulting in the structure's having no fire rating), and inadequate fire suppression. Many of the site's primary cultural resources would remain inaccessible for people with disabilities. Visual intrusions within the historic site would not be removed. Threats from external sources (such as viewshed intrusions and high potential for flooding) would continue. Access to property would remain extremely limited. A small gravel parking lot would continue to serve as the only parking area for staff and visitors.

Although visitors would receive a cursory overview of the lives of Ulysses S. and Julia Dent Grant, a full interpretive program as suggested in the park's enabling legislation would not be possible because of the limited space and staff. The research activities on the historic structures would continue to overshadow the story of the Grants. The visitor would continue to be confused by the 20th century additions to the house and other modern intrusions, and none of the interpretive themes would be clearly presented.

Resource Treatment

Historic Structures. The Park Service would continue to preserve and protect the cultural and natural resources of the park. Cultural resources would continue to be stabilized in accordance with applicable laws, regulations, and policies. The historic structures would be stabilized and preserved in their present configuration. Modern elements would remain, and missing elements would not be rebuilt.[11]

Cultural Landscape. The grounds would be maintained. Trees and shrubs would be replaced in kind as necessary.

Visitor Use

Information and Orientation. Orientation for onsite programs would continue to take place in the small, adapted space in the barn. For further information, books and other interpretive materials would continue to be available through a small sales area operated by the Jefferson National Expansion Historical Association. Limited information about area attractions and other Grant-associated properties would be made available upon request.

Interpretation and Visitor Experience. The primary emphasis of interpretive programs would continue to be Ulysses S. and Julia Dent Grant and their association with White Haven. Park Service preservation and management activities would also be explained to the public because of the high visibility of ongoing research and stabilization activities. Offsite programs would continue to be a major facet of the public information program. Interpretation of other themes identified as appropriate to the site would continue to be inadequate.

11. Modern elements include garage doors, cooling ponds, kitchen addition, bathrooms, breezeway, and shop addition. Missing elements include the Hunt addition.

The visitor experience would continue to be shaped by the existing visitor contact area, the self-guided tour of the grounds and exhibit area, and limited ranger-led access to the main house and stone building. The current experience is affected by limited accessibility to the park's primary resources, insufficient staff to provide tours of the house during all of the site's operating hours, and lack of personal contact in the visitor contact area. The difficulty in appreciating White Haven's association with Ulysses S. and Julia Dent Grant is exacerbated by the presence of numerous and highly visible 20th century alterations and intrusions. Because the appearance of the property would not change under this alternative, visitors would have to imagine the property as it appeared during the Grants' time. The public could gain such an understanding by seeing illustrations of the property as it appeared in the time of the Grants.

Access to the main house would continue to be limited by the number of tours available during open hours and by appointment. Because this alternative does not meet life and safety codes in the main house, park rangers conducting the tours would have to take special measures to ensure the safety of people on the tours. Each tour would serve fewer people than in other alternatives. In addition the site would not have staff sufficient to provide additional tours each day to compensate for the reduced number of people on each tour. The average house tour would take approximately one hour. People with physical disabilities would have no opportunity to experience the site except through the exhibits and printed materials.

Low-cost, locally fabricated exhibits in the visitor contact area would introduce the other interpretive themes identified as appropriate to the site. Visitor use of the exhibit area would be self-guided. The visitor experience in the barn's visitor contact area would continue to be compromised by noise and other distractions from the maintenance function housed in the outer barn immediately adjacent to the visitor contact area.

Visitors would continue to have access to the grounds unless there were safety problems or serious damage to the grounds from public use. There would be no interpretive exhibits on the grounds.

Because the historic structures would be preserved in their current configurations, the Park Service anticipates that the modern appearance of the structures would limit the visitors' ability to appreciate their association with the Grants. Because the appearance of the site would not change, visitors may have more difficulty appreciating White Haven's association with Ulysses S. and Julia Dent Grant, and this situation may be exacerbated by the presence of numerous and highly visible 20th century alterations and intrusions. Visitors would have to visualize the differences between the Grants' White Haven property and the property as it stands today, altered by subsequent owners.

Visitor Services. Visitor services and interpretive support facilities located in the historic barn include public restrooms, the interpretive staff office, and storage space for park brochures and Jefferson National Expansion Historical Association sales stock. Museum collections, management, and storage would remain in the administrative office in the cottage.

Visitor Capacity. Under this alternative the site's carrying capacity would remain severely limited due to the size of existing facilities, the need to protect the resources and ensure visitor safety, limited staff available to provide tours, and lack of modifications to historic structures and pathways to provide access for people with disabilities. Access to the main house and stone building would be severely restricted

because of life and safety codes and to protect the resources; the number of tours provided would depend on the availability of staff. Access to the visitor contact area would be limited by the facility's size. Access to all park resources and programs would be limited by the availability of parking space in the site's 22-space lot.

Current visitation levels have resulted in minor but observable deterioration of historic fabric in the main house and on the grounds. The situation requires monitoring; if visitor use results in unacceptable levels of deterioration of structural fabric or the development of social trails or other negative effects on the grounds, visitor use would be adjusted, as necessary, to protect the resources.

General Development

Structures and Facilities. There would not be any additional physical development under this alternative. Structures would not be removed, and functions would not be changed. The parking lot and driveway would continue to pose significant intrusions on the historic setting.

Access, Circulation, and Parking. There would be no change or improvement in vehicular or pedestrian traffic flow. Parking and access would remain limited to 22 spaces. Visitors would continue to access the site from Grant Road, parking in a small gravel parking lot located onsite in the southwest corner of the property. Pedestrian traffic would originate from the visitor contact area of the barn by the present system of driveways and sidewalks. Access for people with disabilities would remain extremely limited, with no access to the main house, icehouse, and chicken house.

Utilities. Existing utility systems would continue to serve all structures on the site. Changes or upgrades would be made only if systems become inoperable or to eliminate a potential health risk or hazard to the resource. As upgrades are accomplished, above-ground utility lines could be buried to reduce their visual intrusiveness.

Removals. No features would be removed under this alternative.

Management

Park Operations. The site would continue to function as a separate unit of the national park system. Increases in park interpretive and maintenance staff would be required to increase the hours of operation and provide regular tours of the historic main house and stone building. The small 20th century cottage and the addition to the stone building would continue to house the site's administrative office. Maintenance activities would continue to take place in the barn.

Management Zoning. Currently the entire site comprises a rehabilitation zone. Current land use and management patterns within the park would not be altered or affected under this alternative, and there would be no changes to existing management zoning.

Boundary Adjustments. No modifications to park boundaries are proposed or necessary, nor are any additional land protection measures proposed under this alternative.

Plan Implementation

Present management activities would continue. A small staff would continue to be needed; this alternative would require approximately 13 FTE (minimal staffing level) to 16 FTE. The Park Service would continue to conduct research and make modifications on a funds-available and staff-available basis.

Estimated Costs

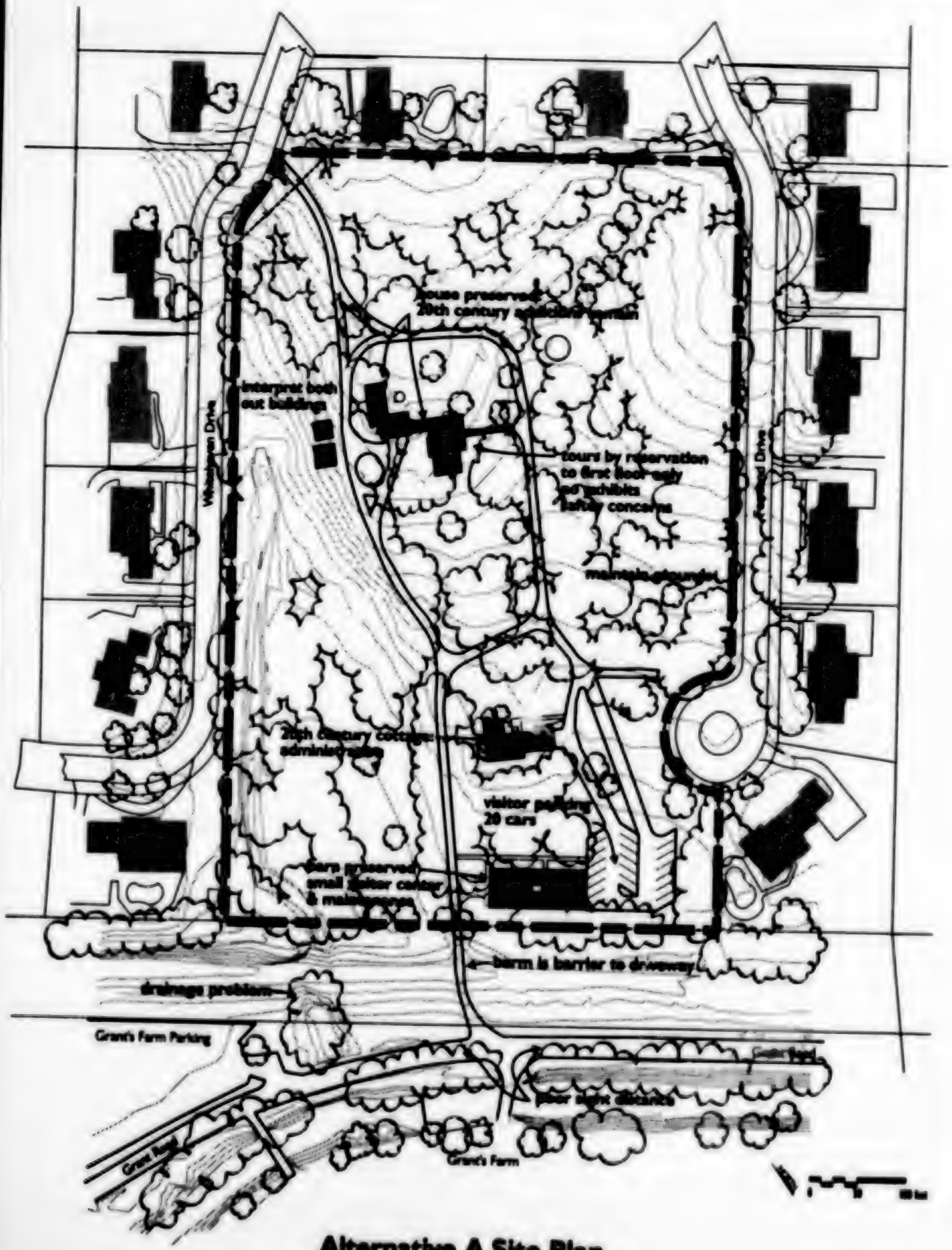
The cost of stabilization and development would be relatively low; development costs would last for the duration of the projects only. Operating costs would be relatively low to moderate; operating costs would be recurring and adjusted periodically to reflect changing circumstances.

TABLE 2: DEVELOPMENT AND STAFFING COSTS — ALTERNATIVE A

STABILIZATION AND DEVELOPMENT				
Estimated cost of stabilizing the five historic structures				$1,905,000
Perimeter fence				105,000
Total				$2,010,000
STAFFING COSTS				
Minimum Staffing	FTE	Salary*	Benefits	Total
Administration				
Superintendent (GS-12)	1	41,543	40.00%	$50,160
Admin. manager (GS-9)	1	28,648	40.00%	40,107
Admin. assistant (GS-5)	1	18,907	40.00%	26,470
Maintenance				
Chief (GS-9/11)	1	34,662	40.00%	$48,527
Maint. mechanic (WG-9)	1	28,968	40.00%	40,555
Maintenance worker (WG-5)	1	24,105	40.00%	33,747
Tractor operator (WG-5)	1	24,105	40.00%	33,747
Laborer (WG-3)	8	20,265	40.00%	55,112
Seasonal laborer (WG-3)	0.76	20,265	07.65%	16,579
Resource Education				
Chief (GS-11)	1	34,662	40.00%	$48,527
Resource educator (GS-9)	1	28,648	40.00%	40,107
Resource education and protection (GS-9)	1	28,648	40.00%	40,107
Total Minimum FTEs	13.76			$511,745
Optimum Staffing (Additional Employees)				
Term historian (GS-9)	1	28,648	40.00%	$40,107
Resource educator (GS-9)	1	28,648	40.00%	40,107
Seasonal park guide (GS-5)	0.32	18,907	07.65%	6,513
Total Additional FTEs	2.32			$86,727
Total Optimum FTEs	16.08			$598,472
MISCELLANEOUS OPERATIONS COSTS				
Utilities, supplies, materials, leased parking facility, travel, training				$150,000

TOTAL ESTIMATED COSTS	Minimum Staffing Option	Maximum Staffing Option
Stabilization and Development Costs	$2,010,000	$2,010,000
Staffing Costs	$511,745	$598,472
Miscellaneous Operating Costs	150,000	150,000
TOTAL	$2,671,745	$2,758,472

*Cost estimates for staff were based on 1994 pay scale numbers.



Alternative A Site Plan

Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service

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Alternative A:house treatment - front view main house
(preserve interior/exterior)

SOUTH EXTERIOR ELEVATION

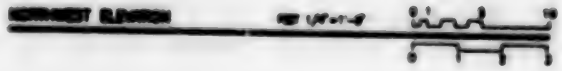
Alternative A
West Elevation, Ulysses S. Grant House
Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service
DSC-pm 98-037-2003

Alternative A: house treatment - west elevation
(preserve exterior, main house and stone building)

WEST EXTERIOR ELEVATION
W-1-2

Alternative A

Alternative A: barn treatment - southeast and northwest elevation
(preserve and stabilize exterior, rehabilitate interior)



ALTERNATIVE B: MINIMUM ACTION

General Description

This alternative describes the minimum actions necessary to open the site to accommodate all visitors. The Park Service would accomplish only those actions required to meet existing life and safety codes and accessibility codes. The historic structures and grounds would retain their present configurations and continue to be preserved. Only a minimum staff would be required onsite for maintenance and resource protection; all other management would be performed by additional staff at the Jefferson National Expansion Memorial. As in alternative A, there would be no removal of visual intrusions within the historic site, and threats from external sources would continue. Because the site would meet life and safety codes, rangers would not be required for visitor safety on a tour. Therefore, the interpretive program would be limited to self-guided tours of the structures and grounds. The small gravel parking lot would continue to serve as the only parking for staff and visitors.

Visitors would receive a cursory overview of the lives of Ulysses S. and Julia Dent Grant. A full interpretive program as suggested in the park's enabling legislation (Public Law 101-106) would not be offered.

Resource Treatment

Historic Structures. The historic structures would retain their present configurations. Required modifications would include structural alterations to increase the structures' stability and earthquake resistivity, additional means of access and egress to ensure safe use by visitors unaccompanied by park staff, and the addition of fire detection and suppression systems to protect people and the resources. There would be no other modifications. Modern elements would remain, and missing elements would not be rebuilt. Access would be to the first floor only of the house.

Cultural Landscape. As in alternative A the grounds would be maintained; trees and shrubs would be replaced in kind as necessary. In addition modifications to the grounds would include accessible paths and ramps or lifts providing admission to the historic structures.

Visitor Use

Information and Orientation. Orientation would continue to take place in the small adapted space in the barn; however, all orientation would be nonpersonal (exhibits, brochures, and an audiovisual program). Visitors would have little or no contact with NPS personnel; park staff would be limited to those needed to handle emergencies. Other than the self-guided tour brochure, no further information, books, or other materials would be available at the site.

Interpretation and Visitor Experience. The primary emphasis of interpretation would be Ulysses S. and Julia Dent Grant and their association with White Haven. Interpretation would be by self-guided tours assisted by a publication or a taped tour. Due to reduced staff, personal and in-depth interpretation and off-site programs would not be available. Exhibits in the visitor contact area would introduce the site's other interpretive themes. The main house would have interpretive exhibits; access would be controlled by the resource protection ranger.

The average visit would take approximately one hour; the quality of the experience would probably not encourage repeated or lengthy visits.

As in alternative A the historic structures would be preserved in their current configurations. The Park Service anticipates that the modern appearance of the structures would limit the visitors' ability to appreciate their association with the Grants. Because the appearance of the site would not change, and because of the lack of personal guided tours, visitors may have more difficulty appreciating White Haven's association with Ulysses S. and Julia Dent Grant, and interpretation may be disrupted by the presence of numerous and highly visible 20th century alterations and intrusions. Visitors would have to visualize the differences between the Grants' White Haven property and the property as it stands today, altered by subsequent owners.

As in alternative A visitors would continue to have access to the grounds unless safety considerations elicited by the unevenness of the grounds forced the Park Service to limit access to existing paths. Because the emphasis is on self-guided tours, interpretive wayside exhibits would be placed on the grounds.

Visitor Services. Visitor services and interpretive support facilities located in the historic barn would include slightly expanded restroom facilities. There would be no museum sales shop onsite, but souvenirs and reading materials would be available from the Jefferson National Expansion Historical Association sales catalog. Museum collections, management, and storage would be handled by the curatorial staff at the Jefferson National Expansion Memorial.

As in alternative A, activities appropriate in the historic setting would be permitted unless they threatened park resources or visitors. The presence of a park ranger and maintenance worker would provide adequate protection at the site only if additional staff are available at the Jefferson National Expansion Memorial to assess the situation, develop options, and implement a solution. The site's park ranger would need to consult staff at the Jefferson National Expansion Memorial on complex visitor and resource protection situations. Routine matters would not require such consultation.

Visitor Capacity. The carrying capacity would remain limited by the size of the facilities. This alternative would permit access for all people, allow self-guided tours because life and safety codes have been met, and eliminate the need for reservations. The site could accommodate more visitors than under alternatives A and C, but fewer visitors than under alternatives D and E.

Because this alternative would allow more visitors than some of the other alternatives considered but would provide for very limited staff onsite and remote management of the site, the potential for intentional or unintentional visitor depredation of resources is high.

Access to facilities would be restricted, as needed, to protect visitors and site resources. Monitoring of resources would be critical; if negative effects were observed, restricted access might be necessary to protect the resources.

General Development

Structures and Facilities. The site and buildings would remain as they are now. Additional physical development would be limited to modifications needed to provide physical access to site resources for all people and to increase the number of restroom facilities in the barn. The existing visitor contact space in the barn would be retained.

Access, Circulation, and Parking. Accessibility would be limited by the size of the facilities. As in alternative A, there would be no change or improvement in vehicular traffic flow. Pedestrian circulation would originate from the visitor contact area of the barn and would be

provided on accessible paths. Accessible walkways would be provided to the historic main house, icehouse, chicken house, and barn. Visitors would continue to enter the site from Grant Road, parking in the small gravel parking lot located on the southwest corner of the property.

Utilities. Existing utilities would be upgraded to meet life and safety codes. Systems would be added or upgraded to provide safe and barrier-free accessibility to all of the structures and the site itself (for instance, accessibility lifts). As upgrades are accomplished, aboveground utility lines could be buried to reduce their visual intrusiveness.

Removals. Because they are potentially hazardous to human safety, the cooling ponds would be removed.

Management

Park Operations. The site would have a separate staff but would reestablish an administrative relationship with Jefferson National Expansion Memorial. A small staff would be required to operate the site; increases in park interpretive and maintenance staff would be required to increase the hours of operation. Only a maintenance person and a resource and visitor protection park ranger trained in emergency medical skills would be present. The small 20th century cottage and the addition to the stone building would continue to house the site's administrative office. If not required for administrative function the cottage could be used as a required residence for a protection ranger. The barn would continue to house a small visitor contact area and a maintenance storage and staging area. All other maintenance and administrative activities would be accomplished by Jefferson National Expansion Memorial staff.

Management Zoning. The land use and management pattern within the park would not be altered or affected under this alternative, and there would be no changes in the existing management zoning.

Boundary Adjustments. No modifications to park boundaries would be proposed or necessary, nor would any additional land protection measures be proposed.

Plan Implementation

The present management activities would continue as much as possible while proposed safety and access modifications occur. The site would be managed and operated by the staff of Jefferson National Expansion Memorial. A small staff would continue to be needed onsite; this alternative would require approximately three FTE onsite (minimal staffing level) to five FTE duty-stationed at Ulysses S. Grant national historic site.[12] Construction of path and building modifications for access might occur with adequate funding. The preservation treatment alternative recommended by the historic structures report and interpretive programming would be implemented.

Estimated Costs

The costs of preservation and development would be relatively high; development costs would last for the duration of the projects only. Operating costs would be relatively low to moderate; operating costs would be recurring and adjusted periodically to reflect changing circumstances.

12. This number is based on the conjecture that the park would be open seven days a week, 8 A.M. to 5 P.M. It would cover staff annual and sick leave as well as travel and training days.

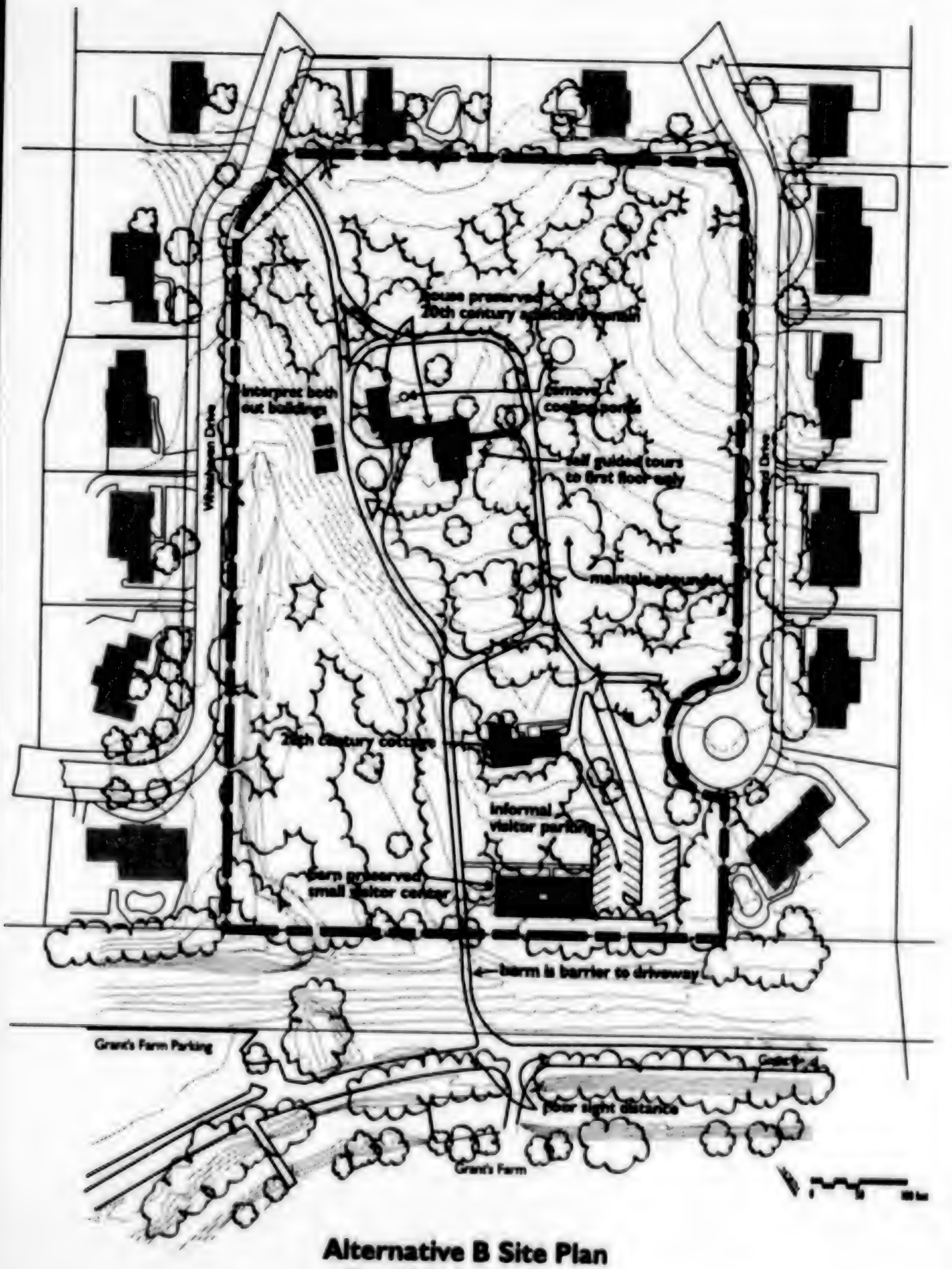
TABLE 3: DEVELOPMENT AND STAFFING COSTS — ALTERNATIVE B

PRESERVATION AND DEVELOPMENT				
Estimated cost of preservation of the five historic structures				$4,840,000
Design, fabrication, and installation of interpretive exhibits in adapted barn (visitor center and museum)				$1,200,000
Archeological testing and evaluation associated with construction				60,000
Sidewalks, access ramps, etc.				100,000
Demolition of cooling p[illegible]s				5,000
Perimeter fence				105,000
Site landscaping				50,000
Total				$6,360,000
STAFFING COSTS				
Minimum Staffing	FTE	Salary*	Benefits	Total
Maintenance				
Maintenance worker (WG-5)	1	$24,105	40.00%	$33,747
Laborer (WG-3)	2	20,265	40.00%	56,741
Resource Education and Protection				
Resource education and protection (GS-9)	3	28,648	40.00%	$120,322
Total Minimum FTEs	31.61			$210,810
Optimum Staffing (Additional Employees)				
Seasonal park guide (GS-5)	0.66	18,907	76.50%	$21,891
Seasonal laborer (WG-3)	0.76	20,265	76.50%	27,183
Total Additional FTEs	1.41			$48,074
Total Optimum FTEs	7.41			$258,884
MISCELLANEOUS OPERATIONS COSTS				
Utilities, supplies, materials, leased parking facility, travel, training				$150,000

TOTAL ESTIMATED COSTS

	Minimum Staffing Option	Maximum Staffing Option
Preservation and Development	$6,360,000	$6,360,000
Staffing Costs	210,810	258,884
Miscellaneous Operating Costs	150,000	150,000
TOTAL	$6,720,810	$6,770,884

*Cost estimates for staff were based on 1994 pay scale numbers.



Alternative B Site Plan

Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service

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Alternative B: house treatment - front view main house
(preserve interior, rehabilitate exterior)

SOUTH EXTERIOR ELEVATION

Alternative B
West Elevation, Ulysses S. Grant House
Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service
DSC-JAN 95-257-20,023

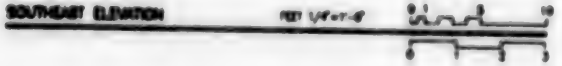
Alternative B: house treatment - west elevation
(preserve exterior, main house and stone building)

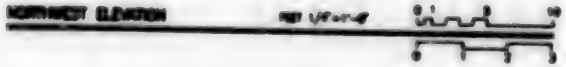
WEST EXTERIOR ELEVATION

Alternative B

Southeast & Northwest Elevation, Barn
Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service
DSC-XXX-XX-XXX-XXX

Alternative B: barn treatment - southeast and northwest elevation
(preserve exterior rehabilitate interior)





ALTERNATIVE C: DOMESTIC LIFE AT WHITE HAVEN

General Description

Under this alternative the visitor experience would be focused on the historic resources used to tell the story of the Grants and their relationship with White Haven. The historic structures in the "core" area — main house, stone building, chicken house, and icehouse — would be restored to their 19th century appearance. The barn would be rehabilitated and would continue to house the site's visitor services function. The main house would be presented to look as it did during the historic period. The barn would be interpreted as a feature of the historic farm. The landscape would be rehabilitated to include sidewalks and ramps accessible to all visitors. Significant features of the landscape would be restored if possible, and 20th century alterations (including vegetation and modern structures) would be removed. The site would function as a separate and independent unit of the national park system.

All of the interpretive themes would be presented, with an emphasis on the Grants' early years together and how White Haven provided a sense of place for the Grants. Julia's partnership with her husband would be an important theme presented under this alternative.

Resource Treatment

Under alternative C, as in the proposal, the historic structures in the core area would be restored and used to help recreate the ambiance of the 19th century farm (as much as possible within NPS *Management Policies*). Alterations by subsequent owners would be removed and missing features would be replaced. Only the first floor of the house would be accessible to the public to avoid damage to the historic materials (for instance, floors, joists, beams, and walls). As in the proposal, the house would not be furnished[13] unless adequate information becomes available. The exterior of the barn would be preserved. The interior would be rehabilitated and would include a small area adapted for visitor contact and restrooms. The outer barn area (the area inside the barn except for the existing small visitor center and restrooms) would be a staging area for large groups. These resources, in conjunction with interpretive presentations, would help evoke a sense of life in the 19th century. Historic structures would be modified so as to provide access for all visitors while still protecting the significant features of the resources.

The grounds would be restored as much as possible to the appearance they had during the historic period. Visual intrusions on the historic setting would be kept to a minimum. To maintain the historic setting there would be no signs within the site. Visual intrusions from the surrounding development would be screened with perimeter vegetation. Site work would be limited to rehabilitation of the grounds to provide pedestrian access, ensure access for people with disabilities, and reclaim areas formerly occupied by structures and other alterations. All disturbed areas would be replanted using plants appropriate to the historic setting.

13. NPS *Management Policies* dictate that furnishings be used only when it is possible to re-create their historic appearance and placement. Furnishing White Haven's historic rooms is not possible because original furnishings are unavailable, and documentary evidence consulted so far does not indicate the nature of furnishings and their placement in the main house. Indeed, even the historical uses of some rooms are unknown.

Visitor Use

Information and Orientation. Orientation for onsite programs would continue to take place in the small adapted space in the barn. Books and other materials for further information would be made available through an onsite museum shop operated by the Jefferson National Expansion Historical Association. Limited information about area attractions and other Grant-associated properties would be made available upon request.

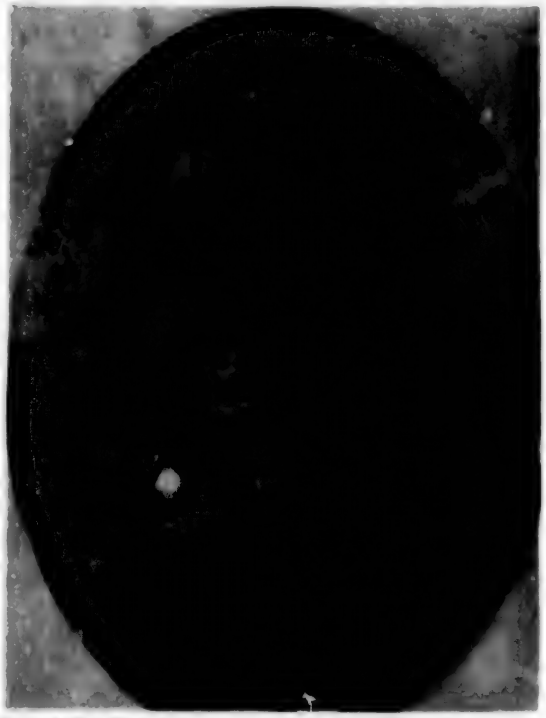
Interpretation and Visitor Experience. Interpretive programs would emphasize the Grants' daily lives at White Haven and the family relationships that were so important to Grant's careers and character. The story would be fundamentally tied to the physical resources at the site. Other aspects of the story mandated in the site's enabling legislation (Public Law 101-106) would not be fully covered. The resources would be the primary interpretive medium; only a limited amount of interpretive media such as exhibits and brochures would be available.

The primary visitor experience would be the main house tour; access would be by reservation only. Personal contact and a 19th century experience would be key features of the visitor experience under this alternative. Every attempt would be made to provide a re-creation of life at White Haven in the mid-19th century. Visual and audible intrusions not in keeping with that objective would be reduced or eliminated. The average tour would take approximately one and one-half hours. The site would be accessible to people with disabilities while minimizing impact on the historic setting.

A small visitor contact area would continue to occupy a space in the historic barn. The area would provide essential visitor services such as restrooms, first aid, sales items, and interpretive exhibits.

Visitor Services. Visitors would continue to have access to the grounds unless there were safety problems or severe resource damage from such use. In keeping with the historic setting there would be no interpretive wayside exhibits on the grounds. All features not appropriate to the historic setting would be removed except for perimeter plantings needed to screen the sights and sounds of adjacent development.

Visitor Capacity. Visitor use of the park would be limited by the site's physical facilities and a reservation system. The Park Service would attempt to limit the number of onsite visitors to protect the resources. The carrying capacity would be greater than under alternative A and less than under alternatives B, D (the proposal), and E. Resources would be monitored to detect negative impacts on the site. If visitor use created unacceptable deterioration of structural fabric, development of social trails, or other negative impacts on the grounds, use would be adjusted to protect the resources.



Grant family.

General Development

Structures and Facilities. There would be no additional physical development under this alternative. Modern intrusions would be eliminated. To maintain the historic setting, administrative and maintenance functions would be moved to a nearby offsite location. There would be a small onsite staging area for maintenance, and vehicular access to the site would be prohibited except for emergency fire and rescue vehicles that would be offsite (although preferably adjacent to the site). The visitor contact area in the barn would be retained. The temporary parking area and all 20th century features not essential for protection of life or property would be removed. Restrooms would be available in the barn.

Equipment, tools, and employees would be transported to the onsite staging area each day as needed. Employees would report to the offsite facility each morning and receive their instructions for the day. The small onsite staging area would hold some materials and supplies. This area would be kept very small so as not to detract from overall site aesthetics, and larger equipment would be stored offsite. Response time for specific situations, therefore, would be lengthened. The farther the maintenance facility is from the site, the longer it would take to resolve emergency or unplanned situations. Additional equipment such as a truck and trailer would have to be purchased to transport mowers and tractors. A separate truck with a tool storage box would be necessary for building maintenance. Considering transport time, costs, and response time, the overall effectiveness of the maintenance function would be inefficient; however, the historic scene would be protected.

Access, Circulation, and Parking. To reduce intrusions on the historic setting the existing parking lot would be removed, and parking would be at an offsite, preferably adjacent, location (see Alternative C Site Plan). Vehicular access onsite would be prohibited except for emergency vehicles. Access would be provided from Grant Road.

If a parking area could not be developed adjacent to the site (on the railroad right-of-way), a parking area with shuttle service to the site and an onsite dropoff area would be necessary. Additional funding and full-time equivalent staff would be necessary. Issues that would need to be resolved include parking location, development of a staging area, vehicle operation (contract or Park Service), vehicle ownership and maintenance, and costs (to the visitor and the Park Service).

Nearby parking would still need to be available for visitors with disabilities if the disabilities or other circumstances precluded them from riding on the provided transportation. The costs of operating or contracting for the shuttle service would probably be greater than $100,000 per year, based on costs at other sites in the system. There also would be costs for the development and use of a staging and parking area. All of these costs would depend on the availability of an appropriate site and its distance from the park. It probably would be difficult to persuade visitors to move their cars from Grant's Farm to the proposed adjacent offsite lot. It is less likely that visitors would travel to a parking area even farther away to board a shuttle (and probably pay a fee) to return to the area.

Under alternative C, paved walkways would be constructed so as to blend with the historic setting. Pedestrian traffic would originate from the visitor contact area of the barn by hard-surfaced trails constructed to visually resemble historic pathways. The walkways would follow the historic trace from the barn to the front of the main house. Walkways not following historic paths would be constructed of a different,

nonintrusive material. People with disabilities would have access to all historic structures; such access would be constructed so as to be as unobtrusive as possible.

Utilities. All existing site utilities would be removed and replaced with expanded systems capable of supporting new systems for fire suppression; heating, ventilation, and air conditioning (HVAC); and electricity, water, sewer, and communications. The systems in the main house would be designed and installed so that whenever possible they would not be 20th century distractions to the 19th century atmosphere. The barn would require all new systems to support visitor services and administration needs. Whenever possible modern utility systems would be placed underground to reduce visual intrusions on the historic setting.

Removals. Several modern features and structures would be removed from the historic zone to restore the historic setting under this alternative. Motor vehicles (except emergency service vehicles) would be barred from the historic zone. The existing gravel parking lot would be removed, and arrangements would be made for offsite parking and shuttling of visitors. The administrative and maintenance functions would be removed from the historic area.

Management

Park Operations. As in the proposal, under alternative C the site would operate as a separate unit of the national park system. Site operations would require an expanded maintenance and ranger staff. The small 20th century cottage would be removed, and administrative functions would be offsite. Maintenance operations would move to a nearby offsite location, and a staging area would be established to reduce intrusions on the historic setting. The parking lot used by staff would be moved offsite.

Management Zoning. The entire site would be zoned as a historic zone. The immediate area around the main house and stone building would be a restoration subzone, and the area around the barn would be a rehabilitation subzone. All modern intrusions would be removed. There would be no modern development onsite other than construction of accessible paths.

Boundary Adjustments. To keep modern intrusions and functions outside of the core area, parking, maintenance, and administration functions would be moved offsite. Availability of adjacent properties, therefore, should be carefully considered under this alternative. Care should be taken to ensure as little disruption as possible to the residential neighborhood. Boundary adjustments greater than 5% of the existing size of the national historic site would require legislative approval.

Plan Implementation

Offsite adjacent parking and offsite location of administration and maintenance functions would be required under this alternative. A cultural landscape report would be required to guide the treatment of the grounds. This alternative also would require increased staff: approximately 20 (minimal staffing level) to 25 full-time equivalents. An agreement with Grant's Farm could be necessary to share information and reservations. The Park Service would work with adjacent landowners to reduce flooding threats. The restoration treatment alternative recommended by the historic structures report would be implemented. Interpretive programming would be developed following the recommendations of the long-range interpretative plan.

Estimated Costs

The costs of restoration and offsite development would be relatively high; offsite development costs would last for the duration of the projects only. (See table 4.) Operating costs would be relatively moderate to high; these costs would be recurring and would be adjusted periodically to reflect changing circumstances.

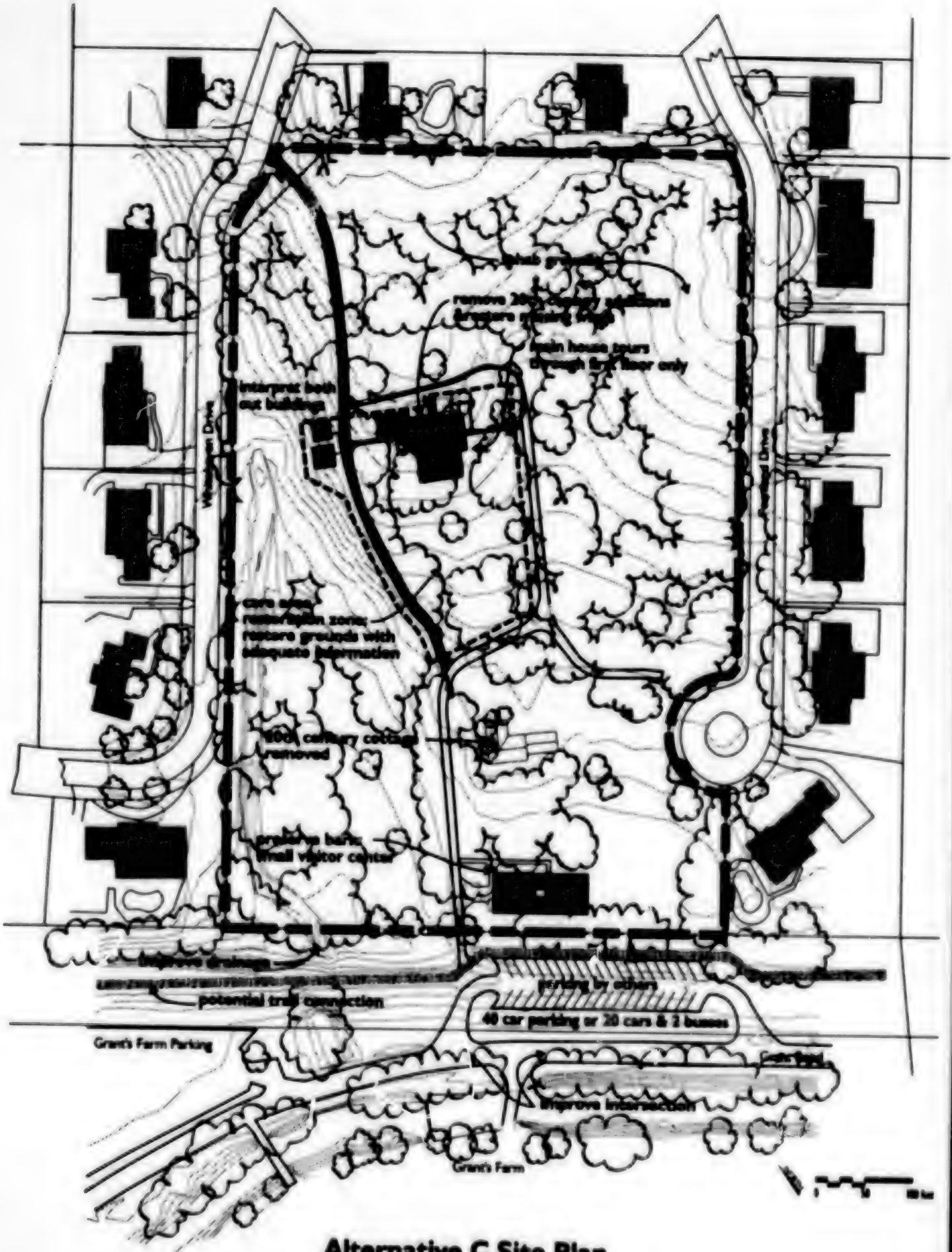
TABLE 4: DEVELOPMENT AND STAFFING COSTS — ALTERNATIVE C

RESTORATION AND DEVELOPMENT COSTS				
Estimated cost of restoration of the five historic structures				$5,200,000
Archeological testing and evaluation associated with construction				120,000
Sidewalks, access ramps, etc.				100,000
Construction of maintenance building				270,000
Demolition of modern features				12,000
Perimeter fence				105,000
Site reclamation and landscaping				75,000
Total				$5,777,000
STAFFING COSTS				
Minimum Staffing	FTE	Salary*	Benefits	Total
Administration				
Superintendent (GS-13)	1	$49,401	40.00%	$69,161
Admin. manager (GS-9)	1	28,648	40.00%	40,107
Admin. assistant (GS-6)	1	21,076	40.00%	29,506
Admin. assistant (GS-5)	1	18,907	40.00%	26,470
Maintenance				
Chief (GS-9/11)	1	34,662	40.00%	$48,527
Maint. mechanic (WG-9)	1	28,968	40.00%	40,555
Maintenance worker (WG-5)	1	24,105	40.00%	33,747
Tractor operator (WG-5)	1	24,105	40.00%	33,747
Laborer (WG-3)	3	20,265	40.00%	85,112
Seasonal laborer (WG-3)	0.76	20,265	07.65%	16,579
Resource Education				
Chief (GS-11)	1	34,662	40.00%	$48,527
Resource educator (GS-9)	5.2	28,648	40.00%	208,557
Historian (GS-9)	1	28,648	40.00%	40,107
Seasonal park guide (GS-5)	0.65	18,907	07.65%	13,230
Resource Protection				
Resource education and protection (GS-9)	1	28,648	40.00%	$40,107
Total Minimum FTEs	20.61			$774,040
Optimum Staffing (Additional Employees)				
Seasonal historian (GS-5)	0.32	18,907	07.65%	$ 6,513
Seasonal park guide (GS-5)	0.64	18,907	07.65%	13,026
Education specialist (GS-9)	1	28,648	40.00%	40,107
Seasonal laborer (WG-3)	0.38	20,265	07.65%	8,290
Maintenance worker (WG-5)	1	24,105	40.00%	33,747
Laborer (WG-3)	1	20,264	40.00%	28,371
Total Additional FTEs	4			$130,054
Total Optimum FTEs	25			$904,093
MISCELLANEOUS OPERATIONS COSTS				
Utilities, supplies, materials, leased parking facility, travel, training, etc.				$200,000

TOTAL ESTIMATED COSTS

	Minimum Staffing Option	Maximum Staffing Option
Restoration/Development Costs	$7,655,000	$7,655,000
Staffing Costs	814,147	990,007
Miscellaneous Operating Costs	200,000	200,000
TOTAL	$8,781,040	$8,881,093

*Cost estimates for staff were based on 1994 pay scale numbers.



Alternative C Site Plan

Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service

Alternative C: house treatment - front view main house
(restore exterior/interior)

SOUTH ELEVATION

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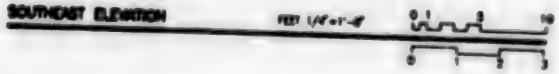
Alternative C
West Elevation, Ulysses S. Grant House
Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service
DSC-JAN 93-357-20,002

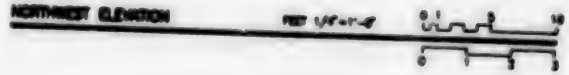
Alternative C: house treatment - west elevation
(restore exterior main house and stone building)

WEST ELEVATION

Alternative C
Southeast & Northwest Elevation, Barn
Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service
DSC•JAN 93•357•20,027

Alternative C: barn treatment - southeast and northwest elevation
(preserve exterior, rehabilitate interior)





ALTERNATIVE E: THE GRANT CENTER

General Description

Under this alternative the Park Service would provide the most information to the largest possible audience using the widest variety of interpretive methods. By maximizing use of available space and permitting compatible new development, the plan would accommodate more visitors, and the site could give a more in-depth interpretation to the life of Ulysses S. Grant. The historic structures and grounds would be rehabilitated and used as needed to accommodate visitors. The exteriors of the house, barn, and core area would be restored to retain the historic setting and to relate the site to the lives of the Grants. New development would be permitted to accommodate increased visitation. The cottage could be rehabilitated or replaced with another building to provide visitor services. The grounds would include sidewalks and ramps, making the site accessible to all visitors.

The interpretive program would be an extensive overview of the full story of the Grants, their lives, and careers. Educational objectives would take precedence over resource protection. An expanded, highly specialized staff would operate the site. The site would continue to function as a separate and independent unit of the national park system.

Resource Treatment

The Park Service would preserve and protect the cultural resources of the site. Exteriors of the structures would be restored to their historic appearance; interiors would be rehabilitated to accommodate modern functions. There would be some loss of historic fabric, but the overall integrity of the cultural resources would be retained.

Historic Structures. Under this alternative, the exterior of the main house, barn, and outbuildings would be restored. The interior of all three floors in the house would be rehabilitated and used. Modifications would include interpretive exhibits and other visitor programs, a small staff restroom and office space, and an elevator. The interior of the stone building would be rehabilitated to house interpretive exhibits or for other visitor service needs. The chicken house and icehouse would be used to create the ambience of the 19th century farm. Interiors could be rehabilitated for adaptive use if visitor needs demanded such use. The interior of the barn would be rehabilitated for visitor services and enlarged by adding wings. The barn would contain restroom facilities, a museum shop, and a theater.

Cultural Landscape. The grounds would be rehabilitated to accommodate a full range of visitor uses, and the core area would be restored to its 19th century appearance if information becomes available. Wayside exhibits at various locations along the pedestrian path would help visitors appreciate the site's resources and interpretive themes. Design would keep wayside exhibits minimally intrusive on the historic setting. Site work would be limited to rehabilitation of the grounds to provide pedestrian access, ensure access for all visitors, and reclaim areas formerly occupied by structures and other alterations. All disturbed areas would be replanted using plants appropriate to the historic setting.

Visitor Use

Information and Orientation. Visitation levels would be highest under this alternative. If nearby parking is inadequate, parking may be located some distance from the site; a shuttle may be required. If a shuttle is used to transport visitors from offsite parking, the trip could include visitor orientation;

otherwise visitors would be oriented in the expanded visitor contact area (barn). Visitors would be presented with a menu of possible themes and experiences from which to choose. A wide variety of interpretive media and educational techniques would be used. Further information, books, and other materials would be available through an extensive onsite museum store operated by the Jefferson National Expansion Historical Association. The visitor center would feature prominently displayed information about other Grant-associated properties.

Interpretation and Visitor Experience. Interpretive programs would cover all aspects of Ulysses S. Grant's life and public service and Julia Dent Grant's partnership with her husband in the context of mid-19th century America. Using onsite programs and extensive networking with other institutions, the site would seek to provide in-depth coverage of all interpretive themes, including providing a setting in which to inform the public about various aspects of the Grant family and their White Haven experience.

The site's interpretive program would feature exhibits, audiovisual programs, formal educational programs, ranger contacts, and cooperative ventures with other historical and educational institutions. Visitor experience would vary depending on the program chosen. Because of the variety of offerings available, lengthy and repeated visitation would be encouraged. Visitors would continue to have full access to the grounds, which would contain interpretive wayside exhibits.

Visitor Services. The historic barn would be rehabilitated and enlarged to house a visitor education center. It would include a theater, exhibits, and other educational services; of all the alternatives, this one would offer the fullest interpretation of the Grants and White Haven. Formal educational programs would be established as part of the visitor services programs. Brochures for the interpretive themes would be available, as would a variety of sales items and reading materials relating to the Grants, the Civil War, the presidency, White Haven, and 19th century America. Other visitor services such as restrooms would be available in the visitor center.

Visitor Capacity. Under this alternative all three floors of the main house would be available for interpretive use and space would be maximized in the other historic structures. New development onsite would greatly increase the site's carrying capacity. Under this alternative shuttle service could be provided to and from offsite parking if necessary. Strong networking with other historical and educational institutions could reach a widely varied and international audience. For these reasons this alternative would have the greatest number of visitors and also the greatest potential for crowding and increased noise.

General Grant.

The site would undergo a higher level of resource depredation to accommodate the interpretive mission. Site staff, therefore, would monitor all historic

resources accessible to the public to detect damage. Visitor use could result in an unacceptable level of deterioration of structural fabric or the development of social trails or other negative impacts on the grounds. Visitor use could be adjusted, as necessary, to protect the resources.

General Development

Structures and Facilities. Physical development would be accomplished as needed to make optimum use of available space. Development would be of a size and scale appropriate to the residential neighborhood and the historic setting in the core area. New development would occur only if existing historic structures could not provide enough space. Existing facilities would be retained or expanded as appropriate. The interior of the barn would be rehabilitated and enlarged to accommodate the visitor education center and would include space for permanent and temporary exhibits relating to the full range of interpretive themes, a theater for viewing an orientation film, a classroom, and an extensive museum shop. Existing facilities would be removed as appropriate.

Access, Circulation, and Parking. Visitors would continue to enter the site from Grant Road. Some onsite parking would be provided if space is available; additional parking at an adjacent or nearby location also would be required. If parking cannot be developed adjacent to the site (on the railroad right-of-way), a parking area with shuttle service to the site would be necessary. Additional funding and full-time equivalent staff would be necessary. Issues that would need to be resolved include parking location, development of a staging area, vehicle operation (contract or Park Service), vehicle ownership and maintenance, and costs (to the visitor and to the Park Service).

Nearby parking would still need to be available for visitors with disabilities if their disability or other circumstances precluded them from riding on the provided transportation. The costs of operating or contracting for the shuttle service would probably be greater than $100,000 per year, based on other sites in the system that use such services. There also would be costs related to development and use of a staging and parking area. All of these costs would depend on the availability of an appropriate site and its distance from the park. It probably would be difficult to persuade visitors to move their cars from Grant's Farm to the proposed adjacent offsite lot. It is less likely that visitors would travel to a parking area even farther away to board a shuttle (and probably pay a fee) to return to the area.

Vehicular and pedestrian traffic flow would be developed so as to provide for safe and efficient movement of visitors throughout the park. Paved walkways would be constructed so as to blend with the historic setting. Pedestrian traffic would originate from the visitor contact area of the barn by hard-surfaced trails constructed to visually resemble historic pathways. The walkways would follow the historic trace from the barn to the front of the main house. Walkways not following historic paths would be constructed of a different, nonintrusive material. People with disabilities would have access to all historic structures; access would be constructed so as to be as unobtrusive as possible.

Utilities. Visitor facilities would be heated and air conditioned to ensure visitor comfort. All overhead utility lines in the park would be removed to reduce their visual impact. New underground power and telephone lines would be installed to serve all facilities as needed. All existing site utilities would be removed and replaced with expanded systems capable of supporting current and anticipated demands. The complexity

of alternative E would require that utility systems be adaptable and expandable to meet unusually high visitor services and operational needs.

Removals. Several modern features and structures would be removed from the historic site to restore the exteriors of historic structures and the core area of the grounds. Other facilities would be removed as necessary.

Management

Park Operations. The site would continue to function as a separate unit of the national park system. Site operations would require a greatly expanded maintenance and ranger staff and additional specialists to meet the interpretive objectives of this alternative. Extensive public outreach programs would be featured under this alternative. To make the maximum amount of space available for visitor services, the administrative and maintenance functions could be moved to another location either onsite or offsite.

Management Zoning. The land use and management pattern within the park would be altered under this alternative. The area surrounding the main house and stone building would be designated as a restoration zone; the remainder of the site would be a development and rehabilitation zone.

Boundary Adjustments. The Park Service's need to construct a new maintenance facility or an administrative office or both could be met by locating the function in an existing structure on neighboring land. Availability of adjacent properties should therefore be carefully considered under this alternative. Care should be taken to ensure as little disruption as possible to the residential neighborhood. Boundary adjustments of greater than 5% of the existing size of the national historic site would require legislative approval.

Plan Implementation

Maintenance and administration facilities would be needed. Construction of an onsite parking lot could be required. An offsite location, possibly with a shuttle system for parking, would be needed because of high visitation. Cooperative agreements would be needed for these facilities. A significantly expanded staff would be required. Under this alternative there would be approximately 33 (minimal staffing level) to 39 full-time equivalent staff. The Park Service would work closely with adjacent landowners to reduce the threat of flooding. The rehabilitation treatment alternative recommended by the historic structures report would be implemented. Interpretive programming would be developed following the recommendations of the long-range interpretive plan.

Estimated Costs

The costs of rehabilitation and development would be relatively high; development costs would last for the duration of the projects only. Operating costs would be relatively high; these costs would be recurring and would be adjusted periodically to reflect changing circumstances.

TABLE 5: DEVELOPMENT AND STAFFING COSTS — ALTERNATIVE E

REHABILITATION AND DEVELOPMENT COSTS

Estimated cost of rehabilitating the five historic structures	$6,235,000
Addition of theater to barn	528,000
Design, fabrication, and installation of interpretive exhibits in adapted barn (visitor center/museum)	1,200,000
Development and production of audiovisual program (film) for visitor orientation	195,000
Archeological testing and evaluation associated with construction	120,000
Sidewalks and access ramps, etc.	150,000
Construction of maintenance building	270,000
Demolition of modern features	12,000
Perimeter fence	105,000
Site reclamation and landscaping	75,000
Total	**$8,890,000**

STAFFING COSTS

Minimum Staffing	FTE	Salary*	Benefits	Total
Administration				
Superintendent (GS-13)	1	$49,401	40.00%	$69,191
Admin. manager (GS-9)	1	28,648	40.00%	40,107
Admin. assistant (GS-6)	1	21,076	40.00%	29,506
Admin. assistant (GS-5)	2	18,907	40.00%	52,940
Maintenance				
Chief (GS-9/11)	1	34,662	40.00%	$48,527
Maint. mechanic (WG-9)	1	28,968	40.00%	40,555
Maintenance worker (WG-5)	2	24,105	40.00%	67,494
Tractor operator (WG-5)	1	24,105	40.00%	33,747
Laborer (WG-3)	4	20,265	40.00%	113,483
Seasonal laborer (WG-3)	0.76	20,265	07.65%	16,579
Resource Education				
Chief (GS-11)	1	41,543	40.00%	$58,160
Resource educator (GS-9)	5.2	28,648	40.00%	340,911
Historian (GS-9)	1	34,662	40.00%	48,527
Education specialist (GS-9)	1	34,662	40.00%	48,527
Education assistant (GS-9)	1	28,648	40.00%	40,107
Curator/librarian (GS-7)	1	23,419	40.00%	25,211
Seasonal park guide (GS-5)	3	18,907	07.65%	61,060
Resource Protection				
Resource education and protection (GS-9)	0.2	28,648	40.00%	$80,214
Total Minimum FTEs	**33.36**			**$1,214,816**
Optimum Staffing (Additional Employees)				
Seasonal historian (GS-5)	0.65	28,648	07.65%	$20,046
Resource educator (GS-9)	2	28,648	40.00%	80,214
Education assistant (GS-9)	1	28,648	40.00%	40,107
Seasonal park guide (GS-5)	1.6	18,907	07.65%	32,565
Seasonal laborer (WG-3)	0.75	20,265	07.65%	16,361
Maintenance worker (WG-5)	0	24,105	40.00%	0
Laborer (WG-3)	0	20,265	40.00%	0
Total Additional FTEs	6			$189,294
Total Optimum FTEs	**39**			**$1,404,110**

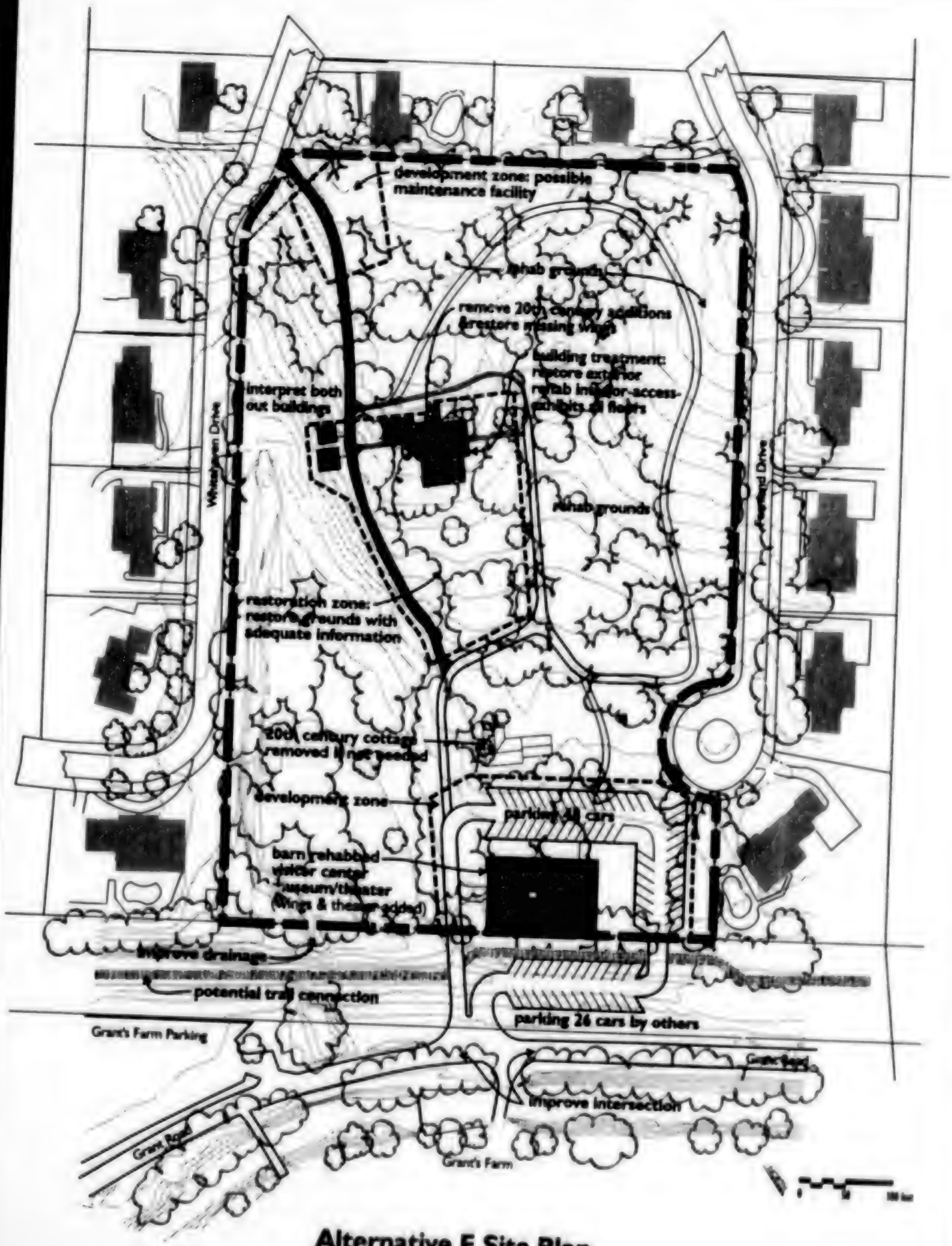
MISCELLANEOUS OPERATIONS COSTS

Utilities, supplies, materials, leased parking facility, travel, training, shuttle operation, etc.	$300,000

TOTAL ESTIMATED COSTS

	Minimum Staffing Option	Maximum Staffing Option
Rehabilitation and Development	$8,890,000	$8,890,000
Staffing Costs	1,214,816	1,404,110
Miscellaneous Operating Costs	300,000	300,000
TOTAL	**$10,404,816**	**$10,594,110**

*Cost estimates for staff were based on 1994 pay scale numbers.



Alternative E Site Plan

Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service
DSC • JAN 95 • 257 • 20,013

Alternative E: house treatment - front view, main house
(restore exterior, rehabilitate interior - main house and stone building)

Alternative E: house treatment - west elevation
(restore exterior, rehabilitate interior - main house and stone building)

Alternative E
South Elevation, Barn
Ulysses S. Grant National Historic Site
St. Louis, Missouri
United States Department of the Interior
National Park Service
DSC • 999 16 • 257 • 20,001

Alternative E: barn treatment - south elevation
(restore exterior, rehabilitate interior)

SOUTH ELEVATION
SCALE 1/4" = 1'-0"

TABLE 6: COMPARISON OF ALTERNATIVES

	The Proposal Alternative D	Alternative A	Alternative B	Alternative C	Alternative E
Philosophy	An experience of White Haven as a historic farm; focus on Grant's life and career and relationship to White Haven	Research and preservation	Preservation; meet life and safety codes	An experience of White Haven as a historic farm; focus on early years at White Haven	Most information; most prople; most interpretive methods; in-depth focus on Grant's entire life; national interpretive network
House	Restore interior and exterior	Preserve interior and exterior	Preserve interior, rehabilitate exterior	Restore interior and exterior	Rehabilitate interior, restore exterior
Barn*	Restore exterior and rehabilitate interior plus replace wings, dormers, and add theater	Preserve and stabilize interior, rehabilitate exterior	Preserve exterior and rehabilitate interior	Preserve exterior, rehabilitate interior	Restore exterior with wings and dormers, rehabilitate interior
Grounds	Restore "core area" if possible Remove 20th century intrusions** Rehabilitate the rest	Maintain	Maintain, plus rehabilitate for ADA access	Restore all if possible Remove 20th century intrusions**	Restore core area if possible Development permitted elsewhere on the site
Tours	20-minute house tours plus additional visitor activities in the barn, reservations required	House and grounds tours	House and grounds self-guided tours No reservations required	House tours by reservation; grounds open to public	No reservations, all facilites open, wide menu of activites including tours
Number of Visitors	Greater than A, B, & C, less than E	Very limited	Slightly more than A, possibly less than C	Greater than A, less than D & E, possibly less than B	Largest visitation. Unknown number limited only by resource protection
Interpretive Emphasis	Same as C, plus the broader story of the Grants, their life at White Haven, and their careers	Grants and White Haven, visual research activities	Same as A, more focused on the Grants because of reduced research activities	The early years: the Grants at White Haven farm. Experience of the historic period	The entire story of the Grants, their lives, and careers. Networking with national sites
Administration	Onsite, more staff than C	Onsite, current staff	Onsite, minimal staff, managed by Jefferson National Expansion Memorial (JEFF)	Offsite, additional staff	Onsite, highest staff requirements, specialized disciplines
Maintenance	Onsite; new building	Onsite	Managed by JEFF; onsite facility	Offsite; staging area only onsite	On- or offsite
Interpretation	Onsite; increased staff	Onsite; current staff	Performed by JEFF; one park ranger onsite	Onsite; increased staff	Onsite, highest staff; wide variety of educational media

*Barn is used for orientation under alternatives A, B, C, and D. Orientation could be offsite under alternative E.
**Cottage would be removed.

TABLE 7: ESTIMATED COST COMPARISON OF ALTERNATIVES

	The Proposal Alternative D		Alternative A No Action		Alternative B Minimum Requirements		Alternative C Domestic Life at White Haven		Alternative E The Grant Center	
	Minimum	Optimum	Minimum	Optimum	Minimum	Optimum	Minimum	Optimum	Minimum	Optimum
Staffing Costs	$814,147	$990,007	$511,745	$598,472	$210,810	$259,684	$774,040	$904,093	$1,214,816	$1,404,110
Restoration, Development	7,855,000	7,855,000	•	•	•	•	5,777,000	5,777,000	8,890,000	8,890,000
Stabilization, Development	•	•	2,010,000	2,010,000	•	•	•	•	•	•
Preservation, Development	•	•	•	•	6,369,000	6,369,000	•	•	•	•
Miscellaneous Operating Costs	200,000	200,000	150,000	150,000	150,000	150,000	200,000	200,000	300,000	300,000
TOTAL	$8,869,147	$9,045,007	$2,671,745	$2,758,472	$6,729,810	$6,778,684	$6,751,040	$6,881,093	$10,404,816	$10,594,110

ALTERNATIVES CONSIDERED BUT REJECTED

Two other alternatives were considered and rejected by the planning team prior to the public release of the five alternatives for public comment.

The first, which would have preserved the historic resources as they are and attempted to "peel back" the layers of history was rejected because it failed to respond to the park's mission as stated in the enabling legislation. The National Park Service believed that too much attention would have to be given to explaining the subsequent alterations to the property, and that visitors would fail to appreciate the significance of the Grants and their lives at White Haven.

The Park Service also considered a pure restoration alternative, which would have removed all modern intrusions from the property and restored it exactly as it was during the historic period. Modern conveniences (such as electricity) and other modifications needed to provide for visitor services (public restrooms, etc.) and park administration would have been unavailable at the site. Under this scenario, the site would fail to meet life and safety codes and would not be accessible. The Park Service determined that a pure restoration alternative was not a feasible option.

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ENVIRONMENTAL ASSESSMENT

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CULTURAL RESOURCES

The cultural resources of the site are the structures, objects, landscape, and archeological sites associated with the lives of Ulysses S. and Julia Dent Grant.

General Area Summary

Ulysses Grant's historic Missouri farm, White Haven, once comprised more than 1,000 acres. This site is situated on 9.65 acres of historic White Haven land; however, its appearance has changed considerably from the cultural landscape that Grant would have known. Most of the several hundred trees on the grounds have been planted since 1913. An assessment of the cultural landscape indicates that all of the trees post-date Grant's association with the property. The site, which is a wooded area surrounded on three sides by residential development, is a haven for fauna such as raccoons, woodchucks, rabbits, squirrels, red foxes, and an assortment of birds. The trees provide a visual buffer from the surrounding properties.

A former spring branch feeding the Gravois Creek traverses the property; its course has been altered during the 20th century. About one-quarter of the site is in a floodplain, and there is a serious drainage problem just outside the property. The site slopes from northeast to southwest and drains into Gravois Creek across Grant Road. All lands within the boundaries of the site are owned by the federal government.

Structures

The site's primary resources include five historic structures: the main house, the stone building, the barn, an icehouse, and a chicken house. Research indicates that there have been six major renovations of the main house from the time of its construction to the present. There also have been major alterations of the barn and the stone building. Research is currently under way that will enable the Park Service to determine what actions would be necessary to preserve and restore the structures. A 20th century structure has been converted for use as an administrative office for the site. Another small office and visitor contact area occupies a former apartment space in the historic barn.

White Haven is a designated national historic landmark and is included in the National Register of Historic Places. The Park Service surveyed park resources in 1993 to determine which structures should be included on its List of Classified Structures. Procedures are currently under way to list nine structures: the main house, the stone building, the barn, an icehouse, a chicken house, a flagstone walkway, a cistern, a driveway, and the barn well. The 1993 assessment concluded that the walkway, cistern, driveway, and well are potentially eligible for listing in the National Register of Historic Places.

The Park Service has completed interim stabilization of the historic structures. Immediately after it accepted the property the Park Service installed fire and intrusion systems in the main house complex and the barn. A new furnace was installed in the main house in 1990 to provide adequate heat and ventilation. During the late 1980s there was little ventilation of the structure, allowing unrestricted mold growth in the main house complex. With the new ventilation system and cyclical opening of doors and windows, there is no longer such growth. A temporary electrical system was installed because the existing system was of poor quality and questionable safety.

In 1993 the Park Service reinforced the roof framing on the main house, icehouse, and chicken house to protect the structures during reroofing. New roofs

were completed for these structures by fall 1993.

The icehouse stone substructure has been weak for many years. In 1993 there was severe movement of the outer walls, possibly accelerated by localized flooding. To prevent the impending collapse of the substructure, emergency bracing was put in place. During 1994 the barn roof was stabilized, and site staff converted an apartment area in the barn to the site's temporary visitor center.

Objects

The site's collection includes some 4,200 items. Approximately 95% of these items are at the Midwest Archeological Center. According to the center's records approximately 4,000 items have been recovered from archeological surveys of the site. These items will be cataloged by center personnel. Most of the items housed at Ulysses S. Grant National Historic Site are documents relating to the Grants and the Dents. These items are primarily historical objects, including archival manuscripts and photographs. Treatment activities have already generated approximately 100 architectural pieces that will be added to the collection.

Cultural Landscape

In 1991 the Park Service completed preliminary research on the cultural landscape. The first phase of the cultural landscape inventory — reconnaissance — is essentially complete. In 1993 the Park Service prepared a cultural landscape assessment summarizing and analyzing the research to date. The document includes an inventory and assessment of the extant landscape features at the site and preliminary analysis to help develop this general management plan. The Park Service concluded in the cultural landscape assessment that the site's cultural landscape is significant but has moderate to low integrity. A cultural landscape report is needed.

Archeology

Archeological surveys have been completed in conjunction with the needs identified in the historic structures report and during general park planning. These surveys included remote sensing to indicate probable locations of archeological remains. A comprehensive archeological survey and evaluation is needed.

NATURAL RESOURCES

Climate

St. Louis has four distinct seasons. Summers are warm but not hot, with temperatures averaging in the mid-80°s F. Winters are brisk without bitter cold, with temperatures of 32°F or lower fewer than 25 days per year. Spring and autumn are delightful, with moderate temperatures and minimal rainfall. The annual average precipitation is 36.6 inches, ranging from 2.2 inches in December to 14.4 inches in May. The humidity in St. Louis is higher than in other Midwestern cities, which adds to the heat index. Temperatures of 90°F or more occur approximately 25 days per year, mainly in July and August. The annual average temperature for the St. Louis area is 54.1°F.

St. Louis is in the central time zone at an elevation of 535 to 600 feet above sea level.

Geology

St. Louis is near the New Madrid, Missouri, fault. The fault is named for the town that was the epicenter of a series of magnitude 8.0 earthquakes in 1811–1812 that caused serious damage throughout Illinois and Missouri and

rang church bells as far away as Boston, Massachusetts. Earthquakes measuring 3.5 to 4.5 on the Richter scale are common along the New Madrid fault. The potential for earthquake damage to resources at the site is considerable.

In 1992 Soil Consultants, Inc. conducted a soils survey near the main house in support of the historic structures report; a general survey of the site has not been undertaken. The soils survey around the residence indicated that the topsoil has low to moderate organic content and is 12 to 16 inches deep. In some areas fill consisting of low plastic, silty clay with rock fragment traces occurs to 3.5 feet deep, and limestone is encountered at depths around 14 feet in other areas. The natural soil profile beneath the topsoil or fill may generally be described as 5 to 10 feet of medium-stiff to very stiff clays and weathered rock (Soil Consultants, Inc., 1992). There is no prime or unique farmland within the park.

Park topography is generally level. Elevations vary from 500 feet above mean sea level in the southwestern corner to 540 feet at the northern end. Topographical data are shown in "Existing Site Conditions."

Air Quality

Ulysses S. Grant National Historic Site is a federal class II clean air area as designated under the Clean Air Act. Under national ambient air quality standards it has "nonattainment" status for the specific criteria pollutants of ozone, sulphur dioxide, lead, carbon monoxide, or particulate matter less than 10 microns.

Wildlife

The Park Service has not undertaken a comprehensive study of park wildlife; therefore, baseline information is incomplete. Wildlife species observed at the park include red fox, woodchuck, raccoon, eastern gray squirrel, eastern cottontail rabbit, opossum, coyote, and striped skunk. Bird species tend to include many migratory and introduced species. Birds observed include Carolina chickadee, tufted titmouse, white-breasted nuthatch, brown creeper, northern mockingbird, purple finch, American goldfinch, white-throated sparrow, pileated woodpecker, common flicker, red-bellied woodpecker, downy woodpecker, hairy woodpecker, and white-crowned sparrow. Common visitors include blackcapped chickadee, mourning dove, American crow, blue jay, American robin, European starling, house sparrow, slate-colored junco, and northern cardinal.

The Park Service has not assessed amphibians and reptiles in the park. Northern fence lizard, six-lined racerunner, western ribbon snake, eastern garter snake, American toad, and Blanchard's cricket frog, among others, are common to the St. Louis area and may be present within the park.

Vegetation

The Park Service has prepared a comprehensive survey of trees on the site; several hundred trees representing more than 50 species are present within the boundaries of the park. Many trees are exotic (that is, not native to the site). Silver maple, red oak, sweet gum, scotch pine, black walnut, and American holly are the most common species.

The state's second largest black cherry (*Prunus serotina*) tree is on the grounds. Although the bole was split by lightning, which removed it from consideration as a state champion, the tree still retains a substantial girth.

There has been no assessment of non-woody species onsite. Species common to

the St. Louis area that may occur within the park include dwarf larkspur, spring beauty, rose verbena, ox-eye daisy, common milkweed, puffballs, common morel, and oyster mushrooms, among others.

Threatened and Endangered Species

None of the species known to occur within the boundaries of the park is listed as federally protected under provisions of the Endangered Species Act of 1973 (as amended). No sensitive species or communities listed as protected by Missouri are known to occur on the immediate site or in the surrounding area. Until comprehensive baseline information for wildlife and vegetation is available, the Park Service cannot rule out the possible presence of such species or communities within the site.

Hydrology

A spring trace crossed the property during the historic period. Altered in the early 20th century, the trace is now an intermittent stream running along the western site boundary. Originating approximately 700 feet north of the park, the upper section is enclosed within drainage control structures. Twentieth century owners of the property blasted the historic spring to increase its flow. Although the resultant spring flow is almost nonexistent, the overall streamflow varies dramatically from runoff flooding in winter and spring months to puddling in the summer. The creek passes under a railroad berm and Grant Road just outside park borders and empties into Gravois Creek. The creek itself is prone to minor flooding of low-lying park areas during periods of high runoff. Groundwater is more than 20 feet below the surface (Soil Consultants, Inc., 1992).

Wetlands. According to the national wetlands survey, the site contains no identified wetlands.

Floodplains. Approximately 1.493 acres of the southwestern corner of the park lie in the 100-year floodplain; the 500-year floodplain includes 2.452 acres of the site. This area primarily consists of brushy vegetation (associated with an intermittent stream), rising to maintained lawn with scattered trees. In accordance with Executive Order 11988 no development is planned for the floodplain.

Hazardous Substances

The primary hazardous substance identified in the park is asbestos from roofing materials. Most of these materials were removed in 1993. The remainder would be removed when the proposal is implemented. The Park Service would follow local regulations for handling hazardous materials.

Many of the historic structures probably incorporate lead-based paint, especially on their exteriors. There also may be lead pipes and lead-soldered pipes. Surveys for the presence of lead-based materials would be required, and mitigation strategies may need to be implemented before restoration and rehabilitation work proceeds. Two underground oil storage tanks were removed in 1991.

REGIONAL LAND USE, VISITOR FACILITIES, AND SERVICES

Land Use

Residential properties surround the site on three sides. Immediately to the southwest of the property a rail bed is being converted for use as a recreation trail. To the southwest, opposite Grant Road and occupying approximately 200 acres that historically comprised part of the White Haven plantation, sits Grant's Farm, a recreation resource that includes a game preserve and miniature zoo.

Views from the park are partially screened by the vegetation on park

property. Homes, roads, power lines, and residential traffic are the main visual intrusions seen from the park. Despite these intrusions the vegetation provides enough screening to suggest a sense of seclusion.

Although completely surrounded by Grantwood Village, the property is in unincorporated St. Louis County. All of the properties surrounding the park are zoned residential except for the rail-to-trail transportation corridor.

Visitor Facilities and Services

Because the site lies in suburban St. Louis, all necessary visitor services are available within 5 miles of the site, including many hotels, motels, restaurants, and stores. The private sector offers theaters and golf courses and other recreational pursuits nearby. Health care facilities are available at hospitals, urgent care facilities, and medical offices.

Regional Recreation Resources

Recreation opportunities in the greater metropolitan area include an art museum, science center, children's museum, zoo, historic homes, and other cultural sites. White Cliff Park, with picnic tables and recreation opportunities managed by the city of Crestwood, Missouri, is on Grant Road one-half mile from the site's entrance. Many other parks nearby offer additional recreation opportunities. A unit of the national park system — Jefferson National Expansion Memorial, which includes the Gateway Arch, Museum of Westward Expansion, and the Old Court House — is 15 miles from the site in downtown St. Louis. Interpretive programs at the Jefferson National Expansion Memorial focus on westward expansion and St. Louis history.

TRANSPORTATION AND ACCESS

Access

Grant Road, which provides the primary access to the site, is owned by Grantwood Village. Grant Road is used by area residents as a throughway to the interstate highway system; it also serves as the primary access to Grant's Farm. Village representatives have stated that Grantwood is unable to continue to maintain the road. They have attempted to turn the artery over to St. Louis County or the federal government to avoid closing it. It would take federal legislation to transfer ownership or responsibility for road maintenance to the Park Service.

St. Louis County conducted a traffic analysis in 1992 (see appendix D), which indicated that traffic patterns are strongly influenced by recreation users of Grant's Farm. A 25% increase in traffic levels would require widening Grant Road to accommodate the users safely. Current Park Service projections do not show a 25% increase in traffic on Grant Road if the proposal is implemented. Because of increased visitation at nearby Grant's Farm, visitation generated by the White Haven site, and travel to the trailheads provided by the proposed recreation trail, traffic levels could increase. Increased traffic could require road improvements.

A secondary entrance to the site enters off Whitehaven Drive, which is also a village road. Whitehaven Drive is a quiet road that winds through the village's residential neighborhood; its meandering course is difficult to follow, and it is unsuitable for access to the historic site.

Parking

The small size of the park and its legislated mission to preserve the resources so that the public can appreciate Ulysses S.

and Julia Dent Grant in the context of their mid-19th century farm make it necessary to pursue offsite accommodations for visitor and staff vehicles. For the convenience of the public and the staff and to avoid the costs of a shuttle transport system, adjacent parking is desirable. Gateway Trailnet, Inc. plans to develop a railroad right-of-way immediately adjacent to the site for recreation use. Trailnet has expressed willingness to cooperate in building a parking lot in the area immediately adjacent to the site to serve site visitors and staff as well as trail users. Trailnet proposes to work with the Park Service and the management of Grant's Farm to design the parking facility and to lease a portion of the facility to the park.

SOCIOECONOMIC ENVIRONMENT

The city of St. Louis is at the heart of a major economic and population center of the country. The 12-county region[14] that is now the St. Louis metropolitan statistical area has a population of about 2.5 million (see table 8). While the regional population is growing, the city of St. Louis continues to lose population at a rate of 1% to 1.5% per year. These trends are expected to continue.

The statistics collected for the St. Louis region indicate that the labor and employment situation has improved from 1982 through 1992 (see table 9). The 1992 unemployment rate of 6.2% compared favorably with the national rate of 7.4%.

The St. Louis region is a major business, industrial, and service center of the nation. This region is within 15 miles of the United States 1990 population center. One-third of the nation's population and businesses are within 500 miles of the St. Louis Region. This favorable location in the heartland of the country allows ready access to the nation's markets and people.

The St. Louis region is one of the country's major transportation centers. It ranks second in the country as a rail center, second as an inland port, and eighth in the number of airport flights. Interstate highway routes 70, 64, 55, and 44 connect the region with the rest of the country.

Ulysses S. Grant National Historic Site is easily accessible by automobile from state and county roads. All necessary visitor services are readily available within the nearby metropolitan area.

TABLE 8: POPULATION

AREA	4/1/80	4/1/90	1/1/93
ST. LOUIS CITY	453,085	396,685	380,800
ST. LOUIS COUNTY*	973,896	993,529	996,500
ST. LOUIS REGION	2,456,300	2,492,525	2,509,000

Source: St. Louis Regional Commerce & Growth Association, RCGA's Profile of the St. Louis Economy 1993–94 and Regional Economic Information System, Bureau of Economic Analysis.

*Note that the city of St. Louis is separate from St. Louis County, and figures given for the county are in addition to (not inclusive of) the figures for the city. Thus the figures for the city and the county of St. Louis, combined, total 1,426,981. Adding the figures for the other counties included in the metropolitan statistical area results in the figures given for the St. Louis region.

14. The St. Louis region consists of the city of St. Louis, Missouri, and the following counties. In Missouri: Franklin, Jefferson, Lincoln, St. Charles, St. Louis, and Warren. In Illinois: Clinton, Jersey, Madison, Monroe, and St. Clair.

TABLE 9: ST. LOUIS REGION LABOR FORCE AND EMPLOYMENT

ITEM	1982	1992	% Change
CIVILIAN LABOR FORCE	1,122,651	1,286,428	+1.5%
UNEMPLOYMENT RATE	9.9%	6.2%	-3.7%*
PAYROLL EMPLOYMENT**	986,600	1,154,900	+1.7%

Source: St. Louis Regional Commerce & Growth Association, RCGA's Profile of the St. Louis Economy 1993–94

*Absolute change.

**Payroll employment does not include self-employed persons.

VISITOR USE DATA

Statistics and Analysis

Although the site was open by appointment only[15] until summer 1994, visitor use statistics indicate a growing interest and awareness of the site. In 1992, the first year in which visitation was counted, 1,366 visitors participated in recreational or educational programs or both. By December 1993 visitation increased 117%, with a total of 2,983 visitors. In addition to an increased interest in onsite tours of the property, participation of park staff in offsite educational programs also influenced greater public contacts in 1993. Groups involved in tours and offsite programs included senior citizen organizations, service clubs, school groups, and special interest groups. Drop-in visitation increased greatly during the months of operation at Grant's Farm.

During summer 1994 a visitor center was opened two days per week. This small, temporary visitor center in the barn provides visitor services and exhibits. Regularly scheduled interpretive programs are available. Tours may also be scheduled when the visitor center is not open. Visitation statistics are not yet available for the period since this new visitor service began.

Potential Demand Projections

The park is in a major metropolitan region. Because it is next to an established and well-known attraction, it is easily accessible and considerable public use is expected. Although actual public demand is unknown, capacity levels probably will be met within a few years.

Based on current visitor patterns, information from similar historic and area sites, and information from various groups, the general management planning team has assumed that peak visitation would likely coincide with the dates of Grant's Farm's operation. Visitors would come from a broad geographic area. Demonstrating a wide range of interest and knowledge levels, visitors would arrive at the site individually, with families, and in organized groups. Repeat visitation is expected, especially

15. The scheduling of tours on an appointment basis enabled the Park Service to keep the site open to the public in spite of having only one interpretive ranger on the staff during 1992 and 1993. By scheduling group tours the ranger was able to accommodate requests for offsite presentations and to participate in park program and planning efforts. With a second ranger on staff, the site opened for unscheduled visitation in July 1994. Drop-in visitors have always been accommodated.

among area residents. Casual visitation is unlikely unless adequate destination signs are installed.

Because of the high level of interest in educational programming, the planning team and the interpretive planning team developed a strategy for providing educational opportunities that would serve both adults and children. The development of a classroom in the visitor center and educational programming designed by an education specialist would ensure the attendance of area school children. Depending on staffing levels, the site would be able to accommodate 120 to 180 students per day. These school groups would probably comprise most of the visitation during the winter.

The long-range interpretive plan outlines a wide variety of interpretive programming that would permit the visitor to spend as little as only a few minutes or as long as several hours onsite. (See the interpretive plan for more details of visitor opportunities that would be available once this plan is implemented.)

Site Carrying Capacity

Ulysses S. Grant National Historical Site currently receives limited visitation, but once it is fully operational, visitation will probably increase dramatically. With this increased public use comes the potential for visitors to damage cultural and natural resources. Large numbers of visitors using the site at one time would also affect visitor experiences. It is therefore important to address carrying capacity in planning park infrastructure and visitor management programs. Both the General Authorities Act of 1978 (Public Law 95-625) and the NPS *Management Policies* require that general management plans address the issue of visitor carrying capacity.

The Park Service is currently developing a visitor experience and resource protection process for addressing carrying capacity based on the U.S. Forest Service's limits of acceptable change system, the National Parks and Conservation Association's visitor impact management framework, and the NPS *Management Policies*. Under the process the Park Service is developing, carrying capacity is defined as the type and level of visitor use that can be accommodated while sustaining the desired resource and social conditions that complement the purposes of the park units and their management objectives. This general management plan proposes conducting a visitor experience and resource protection study.

ENVIRONMENTAL CONSEQUENCES

CULTURAL RESOURCES

All of the building treatments proposed in this plan would degrade the historic fabric. Restoration and rehabilitation treatments would improve the quality of the resource. If there is no treatment both the fabric and the overall quality of the resource would degrade.

The Proposal (Alternative D)

The impacts on cultural resources under this alternative would be considerably different from the impacts under alternatives A and B but very similar to impacts under alternative C. Historic structures would be restored to their 19th century appearance to facilitate visitor appreciation of the structures' associations with Ulysses S. and Julia Dent Grant. Visual intrusions such as overhead utility lines, structures such as the 20th century cottage and air cooling ponds, additions to historic structures such as the dormers and breezeway attached to the main house, along with the garage doors and shop addition to the stone building, and the sidewalks and gravel parking lot, would all be removed. Vehicular traffic would be prohibited except for emergency vehicles, which would eliminate visual intrusion, noise, dust, and exhaust fumes inappropriate to the historic setting.

The barn would be rehabilitated to include a visitor contact area and museum sympathetic to the historic barn structure. Potential hazards to the resources due to the failure of structures to meet life and safety codes would be corrected. The construction of the maintenance facility could have a visual impact upon the site although its design and landscaping would minimize the effect on the cultural resources. Structures and grounds would be physically accessible to all visitors, which could have impacts on the historic resources.

The core area of the grounds surrounding the main house would be restored to the degree possible within Park Service management policies to their 19th century appearance, giving visitors a better sense of the property. Vegetative screening would be used to mitigate visual and audible intrusions from outside the historic site. The potentially historic railroad berm would be moved approximately 45 feet toward the park site to provide adequate space for parking and to decrease conflicts between trail users and vehicles accessing the parking lot. Archeological resources would be protected.

Alternative A

If the site would continue its stabilization program, implementation of this alternative would have no new negative effects on cultural resources. Potential hazards to resources from failure of structures to meet life and safety codes would continue. Structures would be vulnerable to damage from fire, structural instability, earthquakes, and flooding. The historic structures would not be restored, and visitors would have a limited ability to appreciate the structures' association with Ulysses S. and Julia Dent Grant.

Visual intrusions such as overhead utility lines, structures such as the 20th century cottage and air cooling ponds, additions to historic structures such as the dormers and breezeway attached to the main house, along with the garage doors and shop addition to the stone building, and the sidewalks and gravel parking lot, would all remain. Vehicular traffic would continue to be routed into the historic site, bringing with it noise, dust, and exhaust fumes inappropriate to the historic setting. The visitor contact area in the barn would continue to address only a small portion of the story defined in the site's enabling

legislation. The area would continue to be overcrowded and unsympathetic to the historic barn structure. The grounds would bear little resemblance to the historic setting. People with disabilities would have only programmatic access to historic structures.

Alternative B

This alternative has potential for some resource depredation. Historic structures would retain their 20th century appearance. The historic structures would not be restored, thus limiting the ability of visitors to appreciate their association with Ulysses S. and Julia Dent Grant. Visual intrusions such as overhead utility lines, structures such as the 20th century cottage and air cooling ponds, additions to historic structures such as the dormers and breezeway attached to the main house, along with the garage doors and shop addition to the stone building, and the sidewalks and gravel parking lot, would all remain.

Vehicular traffic would continue to be routed into the historic site, bringing with it noise, dust, and exhaust fumes inappropriate to the historic setting. The visitor contact area in the barn would continue to address only a small portion of the story defined in the site's enabling legislation. The area would continue to be overcrowded and unsympathetic to the historic barn structure. The grounds would bear little resemblance to the historic setting.

The self-guided nature of the visitor experience would increase potential visitor use impacts on the grounds and structures; low staffing levels would not deter vandalism and misuse of cultural resources. Potential hazards to the resources due to the failure of structures to meet life and safety codes would be corrected. Structures and grounds would be physically accessible to all visitors.

Alternative C

The impacts on cultural resources under this alternative would be considerably different than impacts of alternatives A and B. Historic structures would be restored to their 19th century appearance to facilitate visitor appreciation of the structures' associations with Ulysses S. and Julia Dent Grant. Visual intrusions such as overhead utility lines, structures such as the 20th century cottage and air cooling ponds, additions to historic structures such as the dormers and breezeway attached to the main house, along with the garage doors and shop addition to the stone building, and the sidewalks and gravel parking lot, would be all removed. Vehicular traffic would be prohibited except for emergency vehicles, which would eliminate visual intrusion, noise, dust, and exhaust fumes inappropriate to the historic setting.

The visitor contact area in the barn would continue to address only a small portion of the story defined in the site's enabling legislation; it would continue to be overcrowded and unsympathetic to the historic barn structure. Potential hazards to the resources due to the failure of structures to meet life and safety codes would be corrected. Structures and grounds would be physically accessible to all visitors. The grounds would be restored to their 19th century appearance to the degree possible within Park Service management policies. Restoration could increase the visual and audible intrusions from outside the historic site because of lost vegetation, including mature trees. The potentially historic railroad berm would be moved approximately 45 feet toward the park site to provide adequate space for parking and to decrease conflicts between trail users and vehicles accessing the parking lot. Archeological resources would be protected.

Alternative E

This alternative would have the greatest impact on cultural resources of all of the alternatives considered. Historic structures would be restored to their 19th century appearance on the exterior only. The interiors would be rehabilitated, including structural and access modifications needed to make full use of all interior spaces, resulting in loss of historic fabric. Visual intrusions such as overhead utility lines, structures such as the 20th century cottage and air cooling ponds, additions to historic structures such as the dormers and breezeway attached to the main house, along with the garage doors and shop addition to the stone building, and the sidewalks and gravel parking lot, would all be removed. Vehicular traffic would continue to be routed into the historic site, bringing with it noise, dust, and exhaust fumes inappropriate to the historic setting.

Potential hazards to the resources due to the failure of structures to meet life and safety codes would be corrected. Structures and grounds would be physically accessible to all visitors. The core area of grounds surrounding the main house would be restored to the degree possible within Park Service management policies to its 19th century appearance; the perimeter would make use of vegetation to mitigate visual and audible intrusions from outside the historic site. The potentially historic railroad berm would be moved approximately 45 feet toward the park site to provide adequate space for parking and to decrease conflicts between trail users and vehicles accessing the parking lot.

Heavy visitor use would have a negative impact on the grounds and structures and on visitors' ability to get a sense of the property's historic ambiance and associations with the Grants. Archeological resources would be protected.

NATURAL RESOURCES

Soils and Topography

Some landscaping, removal of existing structures, and construction would be involved with all alternatives except for alternative A, where the impact would be negligible.

The Proposal (Alternative D). The impacts on soils and topography under alternative D would be very similar to those under alternative C. Restoration and rehabilitation of historic structures would cause 0.193 acre of soil to be lost. This impact would be weighed against the removal of 0.109 acre of modern intrusions and the recontouring of 0.271 acre of land to its historic contour. The total effect on soils and topography under alternative D would be a net change of 0.078 acre of previously disturbed soil and topography that would be returned to a more natural condition. In addition, disturbance to the offsite railroad right-of-way due to the proposed parking lot would total 35,000 square feet. There could be some long-term disturbance because of soil compaction during construction.

Alternative B. Alternative B would have only minor impacts on soils and topography. Construction of accessible circulation paths would result in approximately 0.036 acre of new, permanent disturbance of the topography.

Alternative C. Under alternative C there would be minor impacts on soils resulting from restoration and rehabilitation of historic structures (a total of 0.147 acre would be lost). These impacts would be balanced against the removal of 0.109 acre of modern intrusions and the recontouring of 0.271 acre of land to its historic profile, which would return 0.124 acre of previously disturbed soil and topography to a more natural condition. In addition, disturbance to the offsite railroad right-of-way due to the proposed parking lot would total 35,000

square feet. There could be some long-term disturbance because of soil compaction during construction.

Alternative E. A total of 0.109 acre of land would be reclaimed by the removal of existing structures and pavement, and 0.271 acre would be restored to its historic contour. New construction would affect 0.678 acre of topography, which would result in a net loss of 0.407 acre under this alternative. In addition, disturbance to the offsite railroad right-of-way due to the proposed parking lot would total 35,000 square feet. There could be some long-term disturbance because of soil compaction during construction.

Air Quality

Alternative A. Under this alternative there would be minor impact on air quality.

Alternatives B, C, D, and E. There would be only minor impacts on air quality under these alternatives in the form of noise, dust, and fumes that would temporarily increase during construction.

Environmental quality may be severely compromised by air and noise pollution. Within the park area automobile and bus exhaust would have the most impact on air quality.

Alternative D (Proposal)—There would be automobile and bus traffic adjacent to the site.

Alternative A—There would be minor auto traffic onsite.

Alternative B—There would be minor auto traffic onsite.

Alternative C—There would be automobile and bus traffic adjacent to but not on the site.

Alternative E—There may be substantial traffic onsite.

Wildlife: All Alternatives

Some resident invertebrates and small vertebrates would be displaced or destroyed by habitat alteration during construction. Although there would be minor reductions of habitat under some alternatives, no critical habitat for any threatened or endangered species has been identified.

Vegetation

Alternative A. There would be no disturbance to the vegetation.

Alternative C. The impacts on vegetation under alternative C would be higher than under all other alternatives because the landscape would be significantly restored. (The alternative could result in removal of a significant number of trees.)

Alternatives B, D, and E. There would be some landscaping, removal of existing structures, and construction under all alternatives that would result in impacts on park vegetation. Impacts on vegetation under alternatives B, D, and E would be similar to those described under "Soils and Topography," with the same amounts of acreage reclaimed and disturbed.

Threatened and Endangered Species: All Alternatives

There are no known threatened or endangered species within the park. None of the alternatives would have any impacts on threatened or endangered species.

Hydrology: All Alternatives

Although there could be some disturbances to park water features during construction, these would be temporary, and precautions would be taken during construction to avoid erosion and

surface runoff. The park water resources would not be affected under the alternatives. There would be no impact on park wetlands or groundwater. There are no wetlands within the national historic site.

In accordance with Executive Order 11988 no development is planned for park areas identified as floodplains.

MANAGEMENT

The Proposal (Alternative D)

More staff would be required than under other alternatives. In addition, expenditure of funds would be the second largest of the alternatives. (Alternative E would have the highest cost.)

Alternative A

There would be no additional impacts on management and operations. Stabilization of the historic resources would continue to consume staff time and funds.

Alternative B

There would be less onsite staff, but additional staff would be located at Jefferson National Expansion Memorial. Stabilization and preservation activities would be more extensive and would cost nearly as much as restoration.

Alternative C

More onsite staff would be required under this alternative.

Alternative E

This alternative would require the most funds and staff.

VISITOR USE AND EXPERIENCE

The Proposal (Alternative D)

The visitor would receive a focused yet well-rounded experience under this alternative with the story told through the resources, exhibits, media, tours, etc.

Alternative A

Because of the present condition of the resources the visitor experience would be less than optimal. It is difficult to tell the story of the Grants with the 20th century alterations to the structures. In addition, visitation would be severely limited by the small amount of parking. The interpretive program would be flexible and more personal than under the other alternatives.

Alternative B

The visitor experience would be self-guided and impersonal. The condition of the resources would be similar to conditions under alternative A, leading to confusion for the visitor.

Alternative C

The visitor experience would focus on the story of the Grants as told through the resources. Limited exhibits or audiovisual media are planned, however, which could potentially limit the audience.

Alternative E

This alternative would provide the widest interpretation and array of visitor experiences. Substantial visitation would be expected.

SOCIOECONOMIC ENVIRONMENT

The Proposal (Alternative D)

Restoration, removal, and construction activities would be extensive and intensive under this alternative. These development activities would be spread over a period of years, and related expenditures would be approximately $7.8 million. Implementation of this alternative would require 22 to 27 positions and an operating budget of $1,014,000 to $1,190,000. An additional position to supervise the preservation project would be required for the duration of that project (approximately five years). Development impacts would be relatively short term, lasting only for the life of the various projects. Operations, management, and administration activities would be ongoing. Expenditures on these activities would represent long-term contributions to the local economy. The cost of development would be relatively high, and operating costs would be moderate to high. The economic impact would be small in relationship to the size of the overall regional economy.

Alternative A

Development costs would be relatively low but site resources would not meet life and safety and access codes. The estimated cost of stabilization and development would be $2,010,000. Current operating conditions would continue. Staffing levels and the operating budget would remain at or above current levels (7 to 16 full-time equivalent staff). Operating costs would be low to moderate. The numbers of visitors and the quality of the visitor experience would continue to be minimal. Locally the park would provide 13 permanent positions; levels would be increased to 16 positions when the site is opened to the public seven days per week.

Park operations would contribute approximately $661,700 to $748,750 to the local economy in the form of salaries, benefits, and other expenditures. Short-term economic impacts from implementation of alternative A would be minimal. Long-term economic impacts would be minimal. Economic contributions of visitors to the park would be minimal because most visitors would come from within the region; the park is a day-use attraction, not an overnight destination. This economic impact would be negligible in relationship to the size of the overall regional economy.

Alternative B

The level of development would be relatively low but costly due to life and safety and access requirements. Short-term expenditures for preservation and development would be about $6,369,000. The annual operating expenses would range from $360,800 to $409,684. Staffing requirements would be minimal. Implementation of alternative B would require three to five positions at the site and the addition of seven positions at Jefferson National Expansion Memorial. An additional position to supervise the preservation project would be required for the duration of that project (approximately five years). Visitor services offered to the public would be minimal. Compared to the other alternatives considered the cost of development would be relatively high, but operating costs would be relatively low to moderate. This economic impact would be negligible in relationship to the size of the overall regional economy.

Alternative C

There would be extensive restoration activities. Short-term expenditures for restoration activities would be considerable; estimated development and restoration costs under this alternative would be $5,777,000. Operation of the site under alternative C would require 20 to 25 positions and a commensurate

operating budget of approximately $974,000 to $1,190,000. An additional position to supervise the preservation project would be required for the duration of that project (approximately five years). Compared to other alternatives considered the cost of development would be relatively high, and operating costs would be moderate to high. The economic impact would be small in the context of the overall regional economy.

Alternative E

Under this alternative the cost of development would be relatively high, and operating costs would be high. Of all of the alternatives considered development would be most extensive under alternative E. The estimated cost of restoration and development under this alternative would be $8,890,000. Park operations would require 33 to 39 positions with an operating budget of approximately $1,515,000 to $1,700,000. An additional position to supervise the preservation project would be required for the duration of that project (approximately five years). Development impacts would be relatively short term, lasting only for the life of the various projects. Operations, management, and administration activities would be ongoing. Expenditures on these activities would represent long-term contributions to the local economy. The economic impact would be small in relationship to the size of the overall regional economy.

CUMULATIVE IMPACTS

There would be some negative cumulative impacts associated with minor losses of resources and permanent disturbance under alternatives B, D, and E (see "Soils and Topography"). The removal of 20th century intrusions from the site under alternatives C and D would have a cumulative impact on the future use or interpretation of those structures. There could also be cumulative impacts from increased local traffic.

Beneficial impacts would include facilitating access to an essentially new institution in the cityscape. This would contribute positively to the overall economic vitality and quality of life in St. Louis. Generations to come would have greater opportunities to learn about and appreciate the Ulysses S. Grant legacy. Removal of 20th century intrusions under alternatives C and D and the subsequent net gain of resources returned to a more natural condition (alternative C) would also have a positive cumulative impact through increased vegetative cover, improved aesthetics, and a closer approximation of the historic setting. Finally changing park access points under alternatives C, D, and E would have a beneficial cumulative impact by creating safer entrance and egress through increased sight distance on Grant Road.

IMPACTS OF TAKING NO ACTION (ALTERNATIVE A)

Park access and visitor experience would remain severely limited. Under this alternative only limited access for people with disabilities would be provided, and life and safety codes would not be met. The legislated purposes for the park would not be fully realized. Enhancements to St. Louis' tourism attractions, the education of its students, and its cultural life would not be realized. The St. Louis economy would not benefit from the construction and rehabilitation of park facilities, jobs created to operate and maintain the facilities, or the indirect benefits generated by increased visitor spending.

Finally, telling the internationally significant story of the life, presidency, and legacy of Ulysses S. Grant in a comprehensive setting would be severely hampered. This reduction in communicative ability would be both local and national in scope, affecting the economy and cultural life of the St. Louis area and frustrating visitors seeking a full understanding of this nation's 18th president.

TABLE 10: SUMMARY OF ENVIRONMENTAL CONSEQUENCES

	The Proposal (Alternative D)	Alternative A	Alternative B	Alternative C	Alternative E
Cultural Resources	Positive impact on historic structures. Visitors would appreciate the site more due to restoration of the structures; removal of visual intrusions, and 20th century intrusions; prohibition of vehicular traffic; grounds restoration (if possible); life/safety codes in place. Plus, the rehabilitation of barn allows for broader interpretation of the Grants. Possible visual impacts on resources due to parking and maintenance building. More visitor activities on grounds and in barn. Vegetative screening would be used to mitigate audible and visual intrusions from adjacent property	No new negative impacts: Existing impacts continue: Life/safety codes not met; programmatic accessibility; potential for fire, structural instability, earthquake damage, and flooding; visual intrusions; 20th century elements remain on historic structures; onsite auto traffic; limited interpretation; little resemblance to historic setting	Potential negative cultural resource impacts. Self-guided tours increase potential for grounds and structures impacts. Life/safety codes would be in place. Structures and grounds would be accessible to all visitors	Positive impacts on historic structures. Visitors would appreciate the site more due to restoration of the structures; removal of visual intrusions, 20th century intrusions; prohibit vehicular traffic; grounds restored if possible; life/safety codes in place. Visitor contact area addresses only a small portion of story and remains crowded; grounds restoration may increase visual and audible instructions from adjacent properties	Greatest potential negative impact on cultural resources; possible loss of historic fabric due to interior rehabilitation. 20th century intrusions would be removed from the structures and grounds. Life and safety codes would be in place. Structures and grounds physically accessible to all visitors. Core area would be restored. Development and heavy visitor use would provide a negative impact on grounds and structures and on visitor ability to understand historic setting
Soils & Topography	Similar to C (0.078 acre) (Parking immediately offsite, 35,000 ft² of railroad right-of-way)	Negligible	Minor, accessibility construction (0.036 acre)	Minor, restoration/rehabilitation (0.124 acre). (Parking immediately offsite, 35,000 sq. ft. of railroad right-of-way)	Highest (0.407 acres)
Air Quality	Construction: no impact Traffic: Adjacent to site	Construction: Minor, temporary. Traffic: Minor	Construction: Same as A Traffic: Same as A	Construction: Same as A Traffic: Same as D	Construction: Same as A Traffic: May be substantial
Wildlife	Same for all alternatives: No critical habitat loss. Some alternatives would have minor reductions in habitat				
Vegetation	Some impacts (0.078 acre)	No disturbance	Some impacts (0.036 acre)	Some impacts (0.124 acre)	Some impacts (0.407 acre)
T&E Species	Same for all alternatives: No impacts - no known threatened or endangered species				
Hydrology	Same for all alternatives: Some impacts during construction; no impact on wetlands or groundwater. There are no wetlands within the park				
Operation & Management	More staff, 2nd largest expenditure	No additional impacts; stabilization activities continue	Less onsite staff; additional staff at Jefferson National Expansion Memorial; stabilization/preservation activities more expensive and cost nearly as much as restoration	More onsite staff, restoration activities require staff and funds	Most funds and staff
Visitor Use & Experience	Focused, well-rounded	Difficult for visitors to focus on story of the Grants because the site's appearance is more 20th century than historic; and ongoing research activities	Self-guided and impersonal; resources appear same as alternative A; visible research activities	Focus on early Grant years, no exhibits or audiovisual media; potentially limited audience	Widest interpretation with an array of experiences; substantial visitation expected
Socioeconomic Environment	Approx. $7.6 M for restoration, removal & construction; 23 to 27 new staff; supervisor for 5 years; development costs high; long-term contributions to the local economy	Low development costs; Stabilization/development $0 M; current operating costs; minimal contribution to local economy	Development costs relatively low; staff costs higher than A, supervisor for 5 years; small contribution to local economy	Development costs relatively high; additional staff, supervisor, operating costs moderate to high, local economic impact small	Development cost high, operating costs high, high staff requirements, 5 year supervisor, long-term contribution to local economy

COMPLIANCE

The National Park Service consulted with the Missouri State Historic Preservation Office throughout the general management planning process.

If the Park Service regional director decides based on the environmental assessment that the project would significantly affect the human environment a notice of intent to prepare an environmental impact statement would be issued. Conversely a finding of no significant impact would be issued if the director determined that there would be no significant impact from this project.

Prior to any decision consultation between the Advisory Council on Historic Preservation, the Missouri historic preservation officer, and the Park Service would be carried out in accordance with section 106 of the National Historic Preservation Act (as amended). A programmatic agreement would be established to give direction for the protection and preservation of cultural resources during any project carried out under this plan. This agreement would also consider the preservation and protection of possible archeological and ethnographic resources that may be encountered in the course of associated project work.

In compliance with Executive Order 11990, "Protection of Wetlands," a statement of findings issued for impacts on wetlands would not be necessary because there are no wetlands present.

APPENDIXES / SELECTED BIBLIOGRAPHY / PREPARERS AND CONSULTANTS

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Public Law 101-106
101st Congress

An Act

To provide for the establishment of the Ulysses S. Grant National Historic Site in the State of Missouri, and for other purposes.

Oct. 2, 1989
[H.R. 1529]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. ULYSSES S. GRANT NATIONAL HISTORIC SITE.

16 USC 461 note.

Julia Dent Grant.

In order to preserve and interpret for the benefit and inspiration of all Americans a key property associated with the life of General and later President Ulysses S. Grant and the life of First Lady Julia Dent Grant, knowledge of which is essential to understanding, in the context of mid-nineteenth century American history, his rise to greatness, his heroic deeds and public service, and her partnership in them, there is hereby established the Ulysses S. Grant National Historic Site near St. Louis, Missouri.

SEC. 2. PROPERTY ACQUISITION.

Gifts and property.

(a) WHITE HAVEN PROPERTY.—The Secretary of the Interior is authorized to acquire by donation the property and improvements thereon known as White Haven in the unincorporated portion of St. Louis County adjacent to Grantwood Village within the area generally depicted on the map entitled "Boundary Map, White Haven National Historic Site", numbered WHHA-80,000 and dated July 1988. The map shall be on file and available for public inspection in the offices of the Director of the National Park Service, Department of the Interior.

Public information.

(b) PERSONAL PROPERTY.—The Secretary is authorized to acquire by donation or purchase with donated or appropriated funds personal property directly associated with White Haven or President or Mrs. Grant for the purposes of the national historic site referred to in section 1.

SEC. 3. ADMINISTRATION.

The property acquired pursuant to section 1 of this Act shall be administered by the Secretary of the Interior in accordance with provisions of law generally applicable to units of the National Park System, including the Act of August 25, 1916 (39 Stat. 535), and the Act of August 21, 1935 (49 Stat. 666). The Secretary is authorized to enter into cooperative agreements with adjacent landowners for the provision of such parking and safe access to the property as may be necessary for public use.

103 STAT. 678
Contracts.

SEC. 4. AUTHORIZATION OF APPROPRIATIONS.

There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

Approved October 2, 1989.

LEGISLATIVE HISTORY—H.R. 1529:

HOUSE REPORTS: No. 101-53 and Pt. 2 (Comm. on Interior and Insular Affairs).
SENATE REPORTS: No. 101-115 (Comm. on Energy and Natural Resources).
CONGRESSIONAL RECORD, Vol. 135 (1989):
June 20, considered and passed House.
Sept. 12, considered and passed Senate.
WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS, Vol. 25 (1989):
Oct. 2, Presidential statement.

APPENDIX B: PUBLIC COMMENTS ANALYSIS

PLANNING PARTNERS MEETING

From September 7 to 10, 1993, the National Park Service conducted a series of meetings with individuals considered partners in the planning process. These meetings were designed to test assumptions, to identify expectations and issues, and to confirm the purpose and significance of the site. Comments from all individuals were recorded and used in formulating alternatives.

NEWSLETTER 1

The Park Service prepared and distributed its first general management plan newsletter in September 1993; it requested comments by the following month. The newsletter presented the Park Service's understanding of the purpose and significance of the national historic site and the interpretive themes developed to guide educational programs. The Park Service mailed copies of the newsletter to approximately 900 addresses and issued a news release informing the public of the beginning of the general management planning process. The news release also stated that copies of the newsletter were available at two area libraries or at the park.

One hundred and six comment forms were received in response to the newsletter. The most interest came from historical societies, with 37 individuals from 12 societies responding. Employees from 10 schools also commented. Fifty-seven members of the general public commented. The following summary of questions and responses presents the most frequent answers:

What is your interest in White Haven (i.e., Civil War, Grant the man, historic preservation, Mrs. Julia Dent Grant)? Is your interest in White Haven connected to an organization or special interest, such as President Grant's history, Civil War history, preservation groups, etc.?

Most respondents were interested in historic preservation, Grant the man, and the Civil War.

Please comment on the purpose and significance statements outlined in this newsletter.

Many respondents said they agreed with purpose and significance statements; none disagreed with the statements. Most respondents agreed that the partnership of Julia and Ulysses was vital to the purpose and significance of the site. Two respondents felt that a purpose was to "restore" not "preserve" the site. One respondent thought it was significant that White Haven was a southern plantation and that the connection between Grant and the city of St. Louis should be made.

Please provide your comments and suggestions about the future of Ulysses S. Grant National Historic Site (what would you most and/or least like to see in the park if you were to come back 20 years from now).

Three-quarters of the respondents felt that the site should be restored to the appearance it had when Grant lived there. Some specific treatments were mentioned, such as restoring the main house, grounds, and furnishings to Grant's time. Several respondents favored a living history approach to interpretation. Comments about the outbuildings suggested restoring them to Grant's time, equipping them with tools, and using the barn for public social events.

Do you have other issues or concerns that you feel should be addressed in this plan?

The comments for this question ranged widely. The two most frequently mentioned concerns were that the site be used to educate children and that volunteers be used to defray costs or assist in other ways. Many requested specifically that any development be kept small, of high quality, compatible, and able to accommodate all visitors. Some expressed concern about the limited parking and access. Some suggested that nearby property be acquired for staff use. Some advised that building interiors not be adaptively reused. A few felt that the Park Service was taking too long in preparing the site to become fully operational.

Some respondents expressed concern about the adequacy of funding available

for restoration and maintenance. Others were concerned about the potential financial costs that would have to be borne by local citizens. Some respondents stated their belief that there was no point in designating the site if it were not restored. Some neighbors expressed a desire to use the grounds for recreational purposes. Finally some respondents suggested that the park pursue cooperative opportunities with local historical societies, work with the Ulysses S. Grant National Historic Site Association, and that the Park Service work to make Grant's cabin "Hardscrabble" (owned by Grant's Farm) accessible to the public.

PLANNING PARTNERS DRAFT ALTERNATIVE MEETING:

On November 4, 1994, National Park Service staff met with various "planning partners" or "stakeholders"; parties that would be directly affected by the decisions of this general management plan and therefore had a stake in its development. The Park Service invited representatives of the Missouri congressional delegation; Gateway Trailnet, Inc.; Grant's Farm; Grantwood Village; St. Louis County Parks and Recreation Department; Jefferson National Expansion Memorial; Save Grant's White Haven, Inc.; and the Missouri State Historic Preservation Office to comment on preliminary alternatives as they were being developed and to provide the planning team with their concerns and ideas. Most participants favored restoration as a building treatment; representatives of the congressional delegation presented letters from Senators John Danforth and Christopher Bond and from Representative Richard Gephardt indicating restoration as their preferred treatment for the resources in support of the legislation authorizing the establishment of the national historic site.

The planning partners joined in "fleshing out" some preliminary draft alternatives. Most favored alternative D or a combination of alternatives D and C. They were particularly interested in having at least the first floor of the main house furnished as it would have been when Grant lived there. Participants were strongly against the preservation alternative wherein the resources would be preserved in their present configurations and the public would need to "peel back the layers" of subsequent events to understand White Haven and its association with the Grants in the context of mid-19th century America. Because the size of the site inevitably limits the number of visitors at any given time, participants believed that they should not be distracted by a century of events and developments not related to the site's purpose and significance.

The planning partners felt that the main house should be restored and hopefully furnished to Grants' time under whatever alternative was selected. For this reason the team removed the alternative that discussed leaving the house in an unrestored state and "peeling back layers" from consideration. The remaining draft alternatives were then presented to the general public at an open house.

PUBLIC MEETING

The National Park Service mailed 1,600 postcards and issued a news release inviting the public to attend a meeting at which the Park Service presented the draft alternatives. The public meeting was held at Hixson Junior High School's auditorium, 630 South Elm Avenue, Webster Groves, Missouri, on February 10, 1994. Approximately 70 people registered at the door.

Jack Goldman, past president of Save Grant's White Haven, Inc., gave the introductory remarks. Historical architect Al O'Bright gave a slide presentation on the architectural research conducted to date. Superintendent Jill York O'Bright presented an overview of the park and outlined the staff's activities over the past three years. Superintendent O'Bright and team captain Marilyn Habgood presented the five draft alternatives.

The public was extremely positive and supported the planning process, the Park Service operation, and the planning team's efforts to complete the planning process quickly so that a proposal could be selected and implemented and the site made fully operational. Several people praised the park staff. Most people expressed fascination with the historical and architectural research that was presented. Those who expressed an opinion supported alternative D, which combines a restoration of cultural

resources with a range of educational programs. Newsletter 2, summarizing the alternatives, was also distributed at the public meeting.

NEWSLETTER 2

This newsletter was mailed in mid-February 1994 requesting public comment by the end of the month. The newsletter summarized the draft alternatives presented at public meeting; it was mailed to approximately 900 addresses and made available in local libraries. The Park Service received 81 comment forms; 26 of these were from historical organizations.

The newsletter asked respondents to "comment on the planning alternatives considered by [the] study (advantages, disadvantages, etc.)" and to identify which alternative had the best "resource treatment," "visitor experience," "management and operations," and lastly to identify which alternative was preferred "overall."

Public comment analysis showed a high preference for alternative D, followed closely by alternative C. Alternative D was preferred — not only "overall" but also for individual categories of resource treatment, visitor experience, and management options — followed by alternative C. The least liked alternatives were B, A, and E in that order. Although alternative E was not preferred, its "visitor experience" did receive favorable comments comparable to alternative C.

The following are the most frequently mentioned advantages and disadvantages of each alternative.

The disadvantages of alternative A were most frequently mentioned. Respondents most frequently mentioned this alternative did not "do enough." Respondents observed that under alternative A the site would not be developed; visitor capacity would be severely limited; it would be difficult to interpret. Respondents also stated that this alternative did not meet the legislative mandate and lacked historical purpose; other comments indicated that this alternative was unsatisfactory.

Again the disadvantages of alternative B were most frequently mentioned. Many of the same comments made regarding alternative A were restated. Other disadvantages mentioned included the loss of the "flavor of the time" by allowing the 20th century elements to remain. The lack of onsite staff, the impersonal nature of the experience, and the lack of visitor services were also mentioned. One respondent mentioned that having the historic site remain under Jefferson National Expansion Memorial management would be "counter-productive."

Alternative C received the second highest number of favorable comments. The most frequently mentioned advantages were the interpretive emphasis and that restoration would interest the visitor and set the historical context. Other advantages were its ability to accommodate more visitors than alternatives A and B, a realistic budget approach, and saving the historical scene by moving parking offsite. The most frequently mentioned disadvantage was the need for reservations. Several respondents expressed concern about the inability of "out-of-towners" to tour the site if reservations were required. Other individual comments included: the alternative was too expensive; administration was offsite; this alternative did not call for full restoration; and visitation to the main house would be limited. One respondent did not want the cottage removed, and two respondents wanted the main house furnished without standing exhibits.

Most comments were directed to alternative D. The most frequently mentioned advantages were that this alternative had the best resource treatment/historic preservation and the best interpretation. Other comments stated that this alternative was the most visitor friendly, most advantageous to the community, was a good balance, provided the most opportunity to learn within the historic context, had the best grounds treatment, and provided important emphasis on Julia Grant. Respondents also liked having maintenance and parking offsite, increased visitor options, and the addition of a museum shop.

The most frequently commented upon disadvantages were that this alternative might be too costly, or "too much." The most frequent request for this alternative was, as in alternative C, that the main house be furnished. Respondents also did not like reservations, wanted to retain the cottage, and did not want the barn enlarged.

Respondents consistently and abundantly said that alternative E was too expensive and too much. Several respondents liked having the "full" story of Grant being told, which may relate to why this alternative received favorable comments for "visitor experience." Respondents also liked the opportunity to cooperate with other sites and the wider visitor programs available. Individual respondents mentioned that this alternative might be too commercial, sacrificed the physical site, required too much staff, and that the visitor center should be kept onsite.

APPENDIX C: TRAFFIC ANALYSIS REPORT

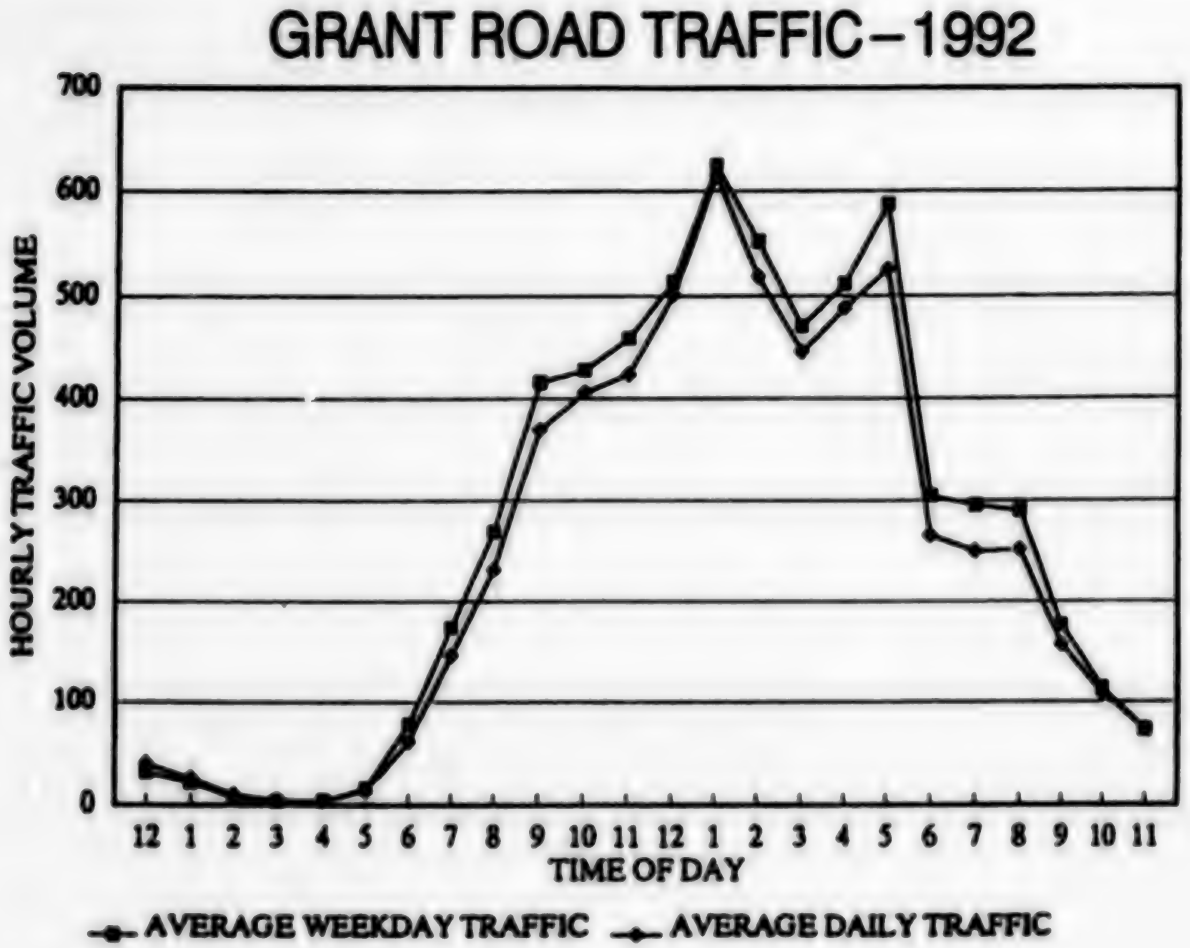
Traffic counts were taken on Grant Road north of Gravois Road during the week of June 29, 1992, by the Saint Louis County Department of Highways and Roads. Hourly counts were taken beginning at 12 A.M. on June 29 and ending at 12 A.M. on July 6, 1992. The counts do not reflect the typical traffic patterns one would expect in the heart of a major urbanized areas such as Saint Louis. Data are reproduced in table 1. The average weekday traffic volumes and the average daily traffic for this period are shown on an hourly basis on the attached graph.

In general there is no morning peak period of traffic as one would expect. The traffic volumes build during the day and peak during the period between 1 and 2 P.M. Also the evening peak period of traffic is not as high as the mid-day peak period. This traffic pattern is one that usually occurs from traffic generated by a recreational facility. The petting zoo at Grant's Farm probably is the destination for most of the traffic on Grant Road and is largely responsible for the existing traffic pattern. There is undoubtedly also some local access traffic using Grant Road.

The weekday traffic volume levels on Grant Road average around 6,400 vehicles per day and are slightly less on weekend days, averaging 4,700 vehicles per day. This level of use is high for a two-lane road. A 25% increase in the weekday traffic volumes would put traffic levels at a point where a four-lane cross-section may be needed for Grant Road. The extent of any widening would depend upon a more detailed engineering evaluation of the operating conditions at the major intersections along Grant Road. A check should be made to determine the current right-of-way width along Grant Road to determine whether an additional right-of-way may be needed to widen the road. If the current right-of-way is 70 feet or more, widening could take place without additional right-of-way acquisition.

Table 1: Grant Road Traffic Volumes

Hour Begins	Mon 6/29	Tue 6/30	Wed 7/1	Thurs 7/2	Fri 7/3	Weekday Average	Sat 7/4	Sun 7/5	7-Day Average
AM									
12	19	28	34	39	39	32	62	59	40
1	13	18	30	26	21	22	45	29	26
2	5	5	5	10	10	7	24	16	11
3	3	6	2	2	6	4	15	4	5
4	4	2	4	6	7	5	4	4	4
5	28	10	14	15	13	16	10	8	14
6	107	80	86	78	35	77	18	18	60
7	184	212	197	186	90	174	96	55	146
8	264	290	309	279	202	269	155	122	232
9	407	423	440	408	402	416	311	197	370
10	396	424	443	398	477	428	381	323	406
11	477	403	475	445	496	459	354	315	424
12	484	529	540	507	508	514	511	426	501
1	652	657	567	603	614	625	569	610	615
2	560	524	526	523	627	552	430	438	518
3	470	472	431	515	459	471	403	362	445
4	468	545	515	527	501	511	446	416	488
5	645	632	571	561	526	587	310	433	525
6	322	305	343	267	287	305	154	182	266
7	266	326	321	305	259	295	139	133	250
8	331	292	327	260	241	290	182	126	251
9	182	156	222	156	168	177	129	85	157
10	113	124	138	82	115	114	111	79	109
11	72	69	64	57	99	72	85	61	72
TOTALS	6,478	6,562	6,604	6,255	6,202	6,420	4,944	4,501	5,935


GRANT ROAD TRAFFIC – 1992
HOURLY TRAFFIC VOLUME
700
600
500
400
300
200
100
0
12 1 2 3 4 5 6 7 8 9 10 11 12 1 2 3 4 5 6 7 8 9 10 11
TIME OF DAY
AVERAGE WEEKDAY TRAFFIC
AVERAGE DAILY TRAFFIC

ULYSSES S. GRANT
NATIONAL HISTORIC SITE

GRANTWOOD VILLAGE, MISSOURI

PARK GENERAL

PKG. NO. ULSG-D838-02
SEPTEMBER 1993

HYDROLOGIC ASSESSMENT

DEPARTMENT OF INTERIOR
NATIONAL PARK SERVICE
DENVER SERVICE CENTER

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ULYSSES S. GRANT NATIONAL HISTORIC SITE
GRANTWOOD VILLAGE, MISSOURI

HYDROLOGIC ASSESSMENT

INTRODUCTION

This document will outline the surface hydrology characteristics for Ulysses S. Grant National Historic Site. This document will also address issues to be considered during the planning process. A basic feature of new federal flood plain management policies in the National Park Service System is to evaluate the area inundated by the 100 year flood for any particular site. Then, based upon this information, recommendations for site development can be made. The USGS has calculated an approximate 100 year flood for the general area. However, it is now necessary to correlate the surface discharge of the site to the hydraulic capabilities of Prairie Creek. These calculations should then verify the estimated 100 year flood plain.

DESCRIPTION OF SITE

Ulysses S. Grant National Historic Site is a 9.42 acre site located in suburban St. Louis County in Grantwood Village, Missouri. It is bounded on the north, east and west by suburban housing, and on the south by Grant's Farm. Grant Road and an abandoned railroad line run between the site and Grant's Farm. The site is comprised of five historic structures and the surrounding grounds. This site is to be used to interpret a portion of the life of Ulysses S. Grant.

The general topography within the boundaries slopes from north to southwest with the maximum relief of approximately 40 feet. The majority of the site is comprised of lawned areas with heavy vegetation along the west fence line and over 50 species of trees spread throughout the site. The soils at the site have generally been classified as silty soils. Silty soils are permeable and highly erodible. Typically, soils of this nature may exhibit a significant loss in strength when they become saturated.

EXISTING CONDITIONS

The 9.42 acre site is situated in such a way that the surface runoff from the hillside and adjacent developments naturally drain down thru this area into Prairie Creek. The surface runoff from the majority of the residential developments surrouding the site is routed thru a 6' diameter reinforced concrete culvert pipe. At a point approximately 500 ft. northwest of the site, this 6' diameter

reinforced concrete culvert converges with a 5' diameter corrugated metal stormwater culvert. These two culverts empty into a covered 6'x 4'concrete box culvert.

This 6'x 4' concrete box culvert enters the park in the northwest corner of the property and continues southward along the west side of the property. This is the beginning of what is known as Prairie Creek. The covered concrete box culvert continues southward for approximately 300 ft. At this point, the creek becomes an earthen channel. The remaining creek channel has been straightened and continuen south.

The flow was originally conveyed under the abandoned railroad line by means of a 4'x 4' concrete box culvert. However, a 5 ft. diameter corrugated metal culvert was recently installed. This additional culvert, along with the original culvert, also conveys the discharge from the drainage ditch which flows east and west along the old railroad line. This drainage ditch crosses the entrance road by means of a concrete box culvert. The size of this culvert is unknown because, at the present time, it is buried and plugged. According to park maintenance, water eventually flows through once enough static pressure is built up.

The discharge from the two culverts is then collected in a low lying area between the old railroad line and Grant Road. A 4'x 4' concrete box culvert below Grant Road discharges the flow from Prairie Creek into Gravois Creek. Gravois Creek is the major drainage feature in this area.

HYDROLOGIC CALCULATIONS

RATIONAL METHOD

The rational method for estimating peak flows for a particular watershed is the method most widely used. It is based on a simple intensity-runoff relationship given as follows:

$Q = CIA$ where Q = Runoff, ft /sec
C = Runoff Coefficient
I = Intensity, in./hr
A = Area, acres

The following assumptions are made when the rational method is used:

1. The rainfall intensity (I) is uniform over the entire watershed during the entire storm duration.

2. The maximum runoff rate occurs when the rainfall lasts as long or longer than the time of concentration.

3. The time of concentration (T)is the time required for the runoff from the most remote point of the watershed to reach the location under investigation. The "most remote point" is the point from which the time of flow is greatest. It is important to note that this may not be the greatest linear distance from the point under investigation.

The calculations for determining the peak discharge for the 100-year event are as follows:

Time of Concentration: $T = 0.00013 \frac{L}{S}$

L = (Maximum length of travel, "Most remote point") = 920 ft.
S = (Slope) = 534.00 ft. - 490.75 ft./ 920 ft. = 0.047

$$T = 0.00013 \times \frac{920}{0.047} = 0.080 \text{ hrs.} = 5 \text{ min.}$$

For overland flow over grassed surfaces, it is recommended that the calculated time of concentration (T) be multiplied by a factor of two (2). Therefore, T is equal to 10 minutes.

The rainfall intensity-duration frequency curves for the St. Louis area are then used to determine the rainfall intensity (I) for a 10 minute duration and 100-year return period. Using the curves found in the "1987 Climatological Data Annual Summary for Missouri", the intensity (I) = 9.0 in./hr.

The runoff coefficient (C) for the site should incorporate most of the hydrological abstractions, soil types, and antecedent conditions. A weighted runoff coefficient value of 0.35 is used for this area.

Thus, the estimated peak discharge for a 100-year frequency rainfall for the site is as follows:

Q = (0.35) x (9.0 in./hr.) x (9.42 acres) = 29.7 ft /sec

CHEZY-MANNING EQUATION

Once the peak discharge for the watershed has been calculated, it can be determined whether the existing creek and drainage structures are adequate to handle the peak discharge with minimum erosion. This will also help to verify the extents of the 100 year flood plain at the site.

The Chezy-Manning equation is a basic hydraulic formula for determining the flow in open channels. The relationship is as follows:

$$Q = A \times (1.486/n) \times R \times S$$

where
Q = Discharge, ft /sec
A = Cross-sectional area of flow, ft
n = Coefficient of roughness
R = Hydraulic Radius, ft
S = Slope, ft/ft

A Coefficient of Roughness (n) of 0.030 for the channel is used.

The slope of the channel (S) is approximately 0.040 ft/ft.

The approximate hydraulic radius of the channel is given as:

$$R = \frac{A \text{ (Area)}}{WP \text{ (Wetted Perimeter)}} = \frac{16 \text{ ft}}{12 \text{ ft}} = 1.33 \text{ ft.}$$

Thus, the discharge for the channel is as follows:

$$Q = 16 \text{ ft} \times (1.486/0.030) \times (1.33 \text{ ft.}) \times (0.040) = 191.7 \text{ ft /sec}$$

FLOODPLAIN DESIGNATIONS

The 100-year floodplain is defined as an area that has a 1% statistical chance of flooding in a 100 year period. Actual channel cross sections were measured at the point where the covered concrete box culvert ends and at the channel exit. Then, channel cross sections were correlated with the calculated peak discharges and used to verify the designation of the 100 year flood plain as shown on the Flood Insurance Rate Maps (FIRM) and the topographic maps of the area.

Three flood hazard zones have been identified within the boundaries of the site. Flood Zone "A-4" is designated as a special flood hazard zone which is dependent on the elevation of the area in question. The area within this designation depicts the 100-year flood hazard zone and is recognized as a moderate to high risk zone.

Flood Zone "B" is defined as an area of moderate flood hazards, in which flooding may occur in a 100 to 500 year period. Zone "B" is not considered to be a special flood hazard area.

Flood Zone "C" is defined as an area of minimal flood risk, in which a flood is not likely to occur in a 500 year period. Zone "C" is also not considered to be a special flood hazard area.

CONCLUSIONS

1. Flood Zone "A-4" depicts the 100-year flood hazard zone and is shown on the attached topographic map. As indicated above, this area is classified as a moderate to high risk flood zone area. Proposed planning or design of facilities in this area is not recommended.

2. Site planning and possible development of a parking area should be limited to the area on the east side of the entrance roadway. The area on the east side of the entrance roadway north of the office represents minimal flood hazard potential (Flood Zone "C"). The area between the office and the barn to the eastern boundary of the park also represents an area of minimal flood hazard potential. In terms of site hydrology and minimal flood risk, this area represents the optimum place for a parking area.

3. The area on the east side of the entrance roadway between the property fenceline and the old railroad line is classified as an area of moderate flood hazard (Flood Zone "B"). This is an area in which flooding may occur in a 100 to 500 year period. Although this area is not considered to be in a special flood hazard zone, the planning and development of parking space in the areas described in conclusion #2 above would be preferred.

4. The Prairie Creek drainage area includes not only the Ulysses S. Grant National Historic Site, but also a major portion of the residential area in Grantwood Village. The calculations above indicate that Prairie Creek is adequate to handle the peak discharge from the site. However, the peak discharge for the entire drainage area exceeds the capacity of Prairie Creek.

5. The alignment of the two culverts below the old railroad line makes it difficult for the peak flows from the creek to travel along the path of least resistance. Even worse, the flow from the drainage ditch is forced to make a 90 degree turn into these culverts in order to drain into Gravois Creek. This situation leads to erosion problems along the embankments of the drainage channels. Adequate riprap should be placed along embankments on both sides of the drainage as well as along the final channel approach to dissipate the energy of the incoming water and prevent further erosion of the embankments.

6. An existing 4' x 4' concrete box culvert under Grant Road conveys the Prairie Creek discharge, as well as the discharge from the drainage ditch which runs parallel to the old railroad line, into Gravois Creek. This concrete box culvert is not sized adequately to handle the peak discharge of these drainages.

7. The area between the old railroad line and the culvert inlet under Grant Road is extremely flat. This, in addition to the fact that the existing concrete box culvert is undersized, leads to sedimentation and ponding in this area. The channel needs to be cleaned and a positive slope re-established. Additional riprap needs to be placed along the channel banks to prevent further erosion.

8. The dense vegetation along the channel in various spots impedes the flow. This has both positive and negative effects on the creek itself. The positive aspect is the fact that this tends to disipate some of the energy of the waterflow. The negative effect is that the channel is widened in these areas because the creek must still handle the same amount of flow. This can lead to localized flooding in lower lying areas. The channel should be cleared of any debris, fallen trees, and excessive vegetation.

9. There is an existing concrete box culvert under the park entrance roadway of unknown size which has been buried over the years. The culvert no longer conveys water until enough static pressure builds up to force the flow to seep through. This contributes to the localized flooding that sometimes effects this area. This culvert should be cleaned out and the condition of the culvert itself examined. A culvert of 4 ft. minimum diameter is required to adequately handle the discharge.

Prepared By:

Lawrence R. Torrez
Environmental Engineer
Denver Service Center
Central Team

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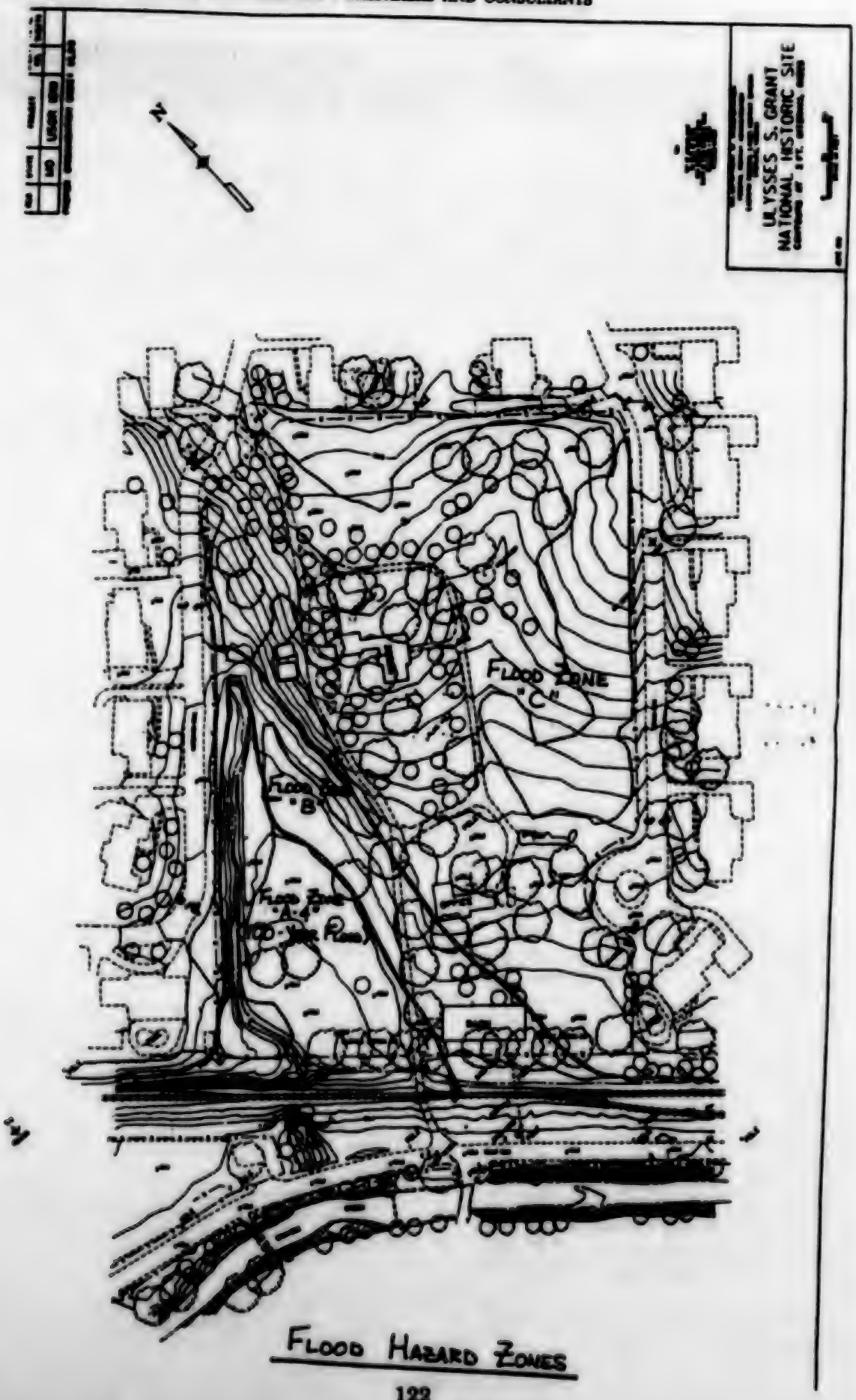

FLOOD HAZARD ZONES

APPENDIX E: STUDY OF RESOURCE PROTECTION TOOLS

The planning team contacted other Park Service sites to identify available tools for limiting visitation to protect fragile resources. Most frequently a reservation system is the tool used. This appendix lists the sites contacted and the methods they use to protect resources.

SUMMARY

Every site contacted was unique; however, they all shared common elements. Specifically, although every site was interested in displaying as much of the park to the public as possible, each site had some type of closure.

The reasons for establishing a closed area of the park and the authority to close those areas varied. Except for Dinosaur National Monument none of the contacted areas were attempting to limit visitation to a specific group such as researchers. Generally all the park areas were relying on the superintendent's authority to establish and maintain closures.

Other possible, more permanent, legal or legislative avenues for closures include specific mention in Title 36 of the Code of Federal Regulations (CFR), Part 1.5 (general closures) or Part 7 (regulations specific to a park area) or specific language in the area's enabling legislation. Except for 36 CFR, Part 1.5, these were not an avenue taken by any of the contacted parks.

Only Navaho National Monument has attempted to limit visitation to a cultural resource for resource protection reasons. Generally speaking all the other areas have either closed an area outright or limited visitation to an area for reasons of insufficient staffing; funding; administration; construction; or, in the case of Herbert Hoover National Historic Site, only temporarily while flood waters receded.

The Legal Route: Specifics. If 36 CFR, Part 7, is used it is a fairly straightforward process that takes perhaps a year to complete. After clearing all the concerned National Park Service offices the draft regulation must be submitted to the *Federal Register* and then undergo a period of public comment. This is not likely to present a problem unless the area to be closed is a controversial closure. If the entire park area were to be closed, however, this might be considered as an option.

It is the opinion of the Office of Ranger Activities that the "Good Faith Exception" to the Administrative Procedures Act may hold some promise for supporting the CFR route. The act does not seem to concern public access to federal property; but the focus seems to be on documents, information, and rules for information to be published in the *Federal Register*. The act, section 552, states:

> or interpretations of general applicability formulated and adopted by the agency

The act goes on to say in Section 554 that:

> The employee [in this case it could perhaps be the superintendent or the regional director]...shall make the recommended decisions or initial decision...
> [in the case of permit application].

This is all a little unclear as to how it may apply to White Haven. One interpretation might be that it is allowable for a closure decision or visitation limitation decision to be made by the park manager (the superintendent or the regional director) as long as the decision, and the method for applying for a visitation permit, is published in the *Federal Register*. The manager is then granted the wherewithal to act on the permit application.

It is the opinion of the Office of Legislative Affairs that this act does not affect a closure situation at White Haven. The bottom line, however, is that a superintendent only has the authority under 36 CFR, Part 1.5 to establish temporary closures. Anything more extensive than that constitutes a "rule making," and needs to follow the Administrative Procedures Act and involve the public.

The final legal route involves going back to Congress for specific closure language in the enabling legislation. This is the most unreliable avenue of approach because Congress may not be interested in acting; it could take a long time; and even with an action, it is unpredictable what the result would be.

CONTACT SUMMARIES FOR NATIONAL PARK SERVICE CULTURAL SITES

Harry S Truman National Historic Site. The Truman site relies on logistics to limit visitation. The park principally consists of a historic house. A visitor contact station located five blocks from the house includes a few minimal exhibits and a ticket counter. Visitors must have a ticket and be escorted by a ranger to gain entrance to the property. Tickets will typically run out by noon during the site's busy season, and visitors are then turned away. Like Navajo National Monument this policy is established by the superintendent and enforced under 36 CFR, Part 1.5.

Dinosaur National Monument. This area has its namesake feature closed to the general public. Visitors can view the dinosaur quarry, but cannot access it directly. Researchers are allowed access to the quarry with a permit. Permits are given out on the superintendent's authority and based on 36 CFR, Part 1.5.

Theodore Roosevelt Inaugural National Historic Site. This is a small, 1.3 acre site with a historic home. Essentially all of the house is open to the public, except for areas used for administrative purposes. A third floor clothing restoration workshop is, however, closed to the public. This is done by the superintendent's authority under 36 CFR, Part 1.5.

James A. Garfield National Historic Site. This area is often compared with White Haven. It is contemporary with the White Haven era, and Ulysses Grant was even photographed on the porch of the Garfield cabin. There are no significant closure issues at this park. It is anticipated that recreational use of the Cuyahoga River may present some problems in the future, so a carrying capacity is being determined and policy written to limit visitor use. This is being done under 36 CFR, Part 1.5, but consideration is being given to establishing a rule making under Part 7.

Theodore Roosevelt National Historic Site. This site (the southern district) has only a small, historic house as its main feature. While some comparison to White Haven could be drawn, there is no strong visitor pressure here and no significant closure issues.

Andrew Johnson National Historic Site. Also a site contemporary with White Haven, there is some mention of Grant in interpretive programs here. There are a number of historic structures and a national cemetery. The only significant closures here are for administrative use.

Edison National Historic Site. An area vaguely comparable to White Haven by virtue of its numerous historic structures, Edison is almost entirely open to the public, with closures in place only for administrative use. There are, however, a significant number of researchers at this site. They tend to use the park collections (closed to the general public) and are permitted on a case by case basis by the superintendent's authority under 36 CFR, Part 1.5.

Herbert Hoover National Historic Site. This site has numerous historic buildings that make a historic landscape. While only a few are open to the public, the others are closed for administrative reasons, most notably for employee housing. This is established by the superintendent's authority under 36 CFR, Part 1.5.

CONCLUSION OF STUDY OF RESOURCE PROTECTION OPTIONS

Several possibilities for White Haven present themselves from examples given by other park areas. The most successful closures seem based on logistics. Taking the example of the Truman site, it would seem logical to open the site to the public, but severely limit visitation by locating the visitor center and contact station and parking lot a short distance from the site and allowing escorted access only. Reservations would also be used.

Another possibility would be to open the grounds of the White Haven site and reserve the fragile historic structures for administration. Interpretive tours and waysides could then be used solely on the surrounding area.

The entire White Haven site could be closed to the general public and used as a research station. This would constitute a rule making and would need to be processed through the *Federal Register* to become an enforceable regulation in 36 CFR, Part 7. While cumbersome and slow, this

may present the best option for overall protection of the resource.

While many of the contacted park areas are managing their closures without problems it is arguable that many of them are pushing their authority under 36 CFR, Part 1.5. The more permanent closures for administrative reasons might be better accomplished by a rule making and added to 36 CFR, Part 7.

LIST OF SITES CONSULTED

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Bob Martin, Assistant Superintendent
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Harry S Truman National Historic Site
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Herbert Hoover National Historic Site
Pat Wheeler, Chief Ranger
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Edison National Historic Site
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Andrew Johnson National Historic Site
Jim Small, Chief Ranger
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Theodore Roosevelt National
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Theodore Roosevelt Inaugural
National Historic Site
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Ice Age National Scientific Reserve
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Friends of Grant's Cottage
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Albright Employee Development Center
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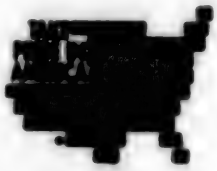
United States Department of the Interior



FISH AND WILDLIFE SERVICE
Fish and Wildlife Enhancement
Columbia Field Office
608 East Cherry Street
Columbia, Missouri 65201

IN REPLY REFER TO:

MAY 07 1993

FWS/ARS-CXFO

Memorandum

To: Regional Director, Midwest Region, National Park Service

From: Field Supervisor, Columbia Field Office, Fish and Wildlife Service

Subject: Informal Consultation for the Ulysses S. Grant National Historic Site

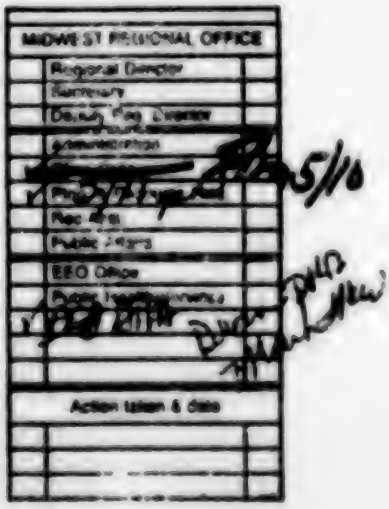
This responds to your April 20, 1993 memorandum requesting information on federally-listed or proposed threatened and endangered species that may be affected by the proposed management activities for the Ulysses S. Grant National Historic Site, located in St. Louis County, Missouri.

From our review of available information, no federally-listed endangered or threatened species occur in the project area. You may want to contact the Missouri Department of Conservation (P.O. Box 180, Jefferson City, Missouri 65102) concerning state-listed rare and endangered species.

Should you have questions concerning this response, or if we can be of any further assistance, please contact Ms. Janet Haslerig at the address above, or by telephone at (314) 876-1911.

Rick A. Hanson
for Jerry J. Brabander

JHH:jh:1541/SLUSGPXA



MISSOURI DEPARTMENT OF CONSERVATION

MAILING ADDRESS
P.O. Box 180
Jefferson City, Missouri 65102-0180

STREET LOCATION
2901 West Truman Boulevard
Jefferson City, Missouri

Telephone: 314/751-4115
Missouri Relay Center 1-800-735-2966 (TDD)
JERRY J. PRESLEY, Director

March 1, 1994

Received
MAR 7 1994
DSC-TCE

Mr. William W. Schenk
Acting Regional Director
National Park Service
Midwest Region
1709 Jackson Street
Omaha, NE 68102-2571

Re: General Management Plan
Ulysses S. Grant National Historic Site

Dear Mr. Schenk:

Thank you for your letter of February 25, 1994 regarding threatened and endangered species within the proposed project area.

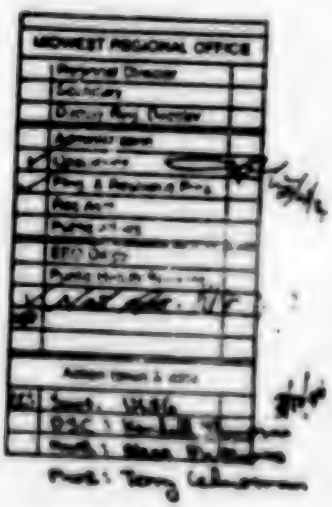
Department staff examined map and computer files for federal and state threatened and endangered species and determined that no sensitive species or communities are known to occur on the immediate site or surrounding area. The lack of records, however, does not mean that such species or communities do not exist on this tract of land. Only an on-site inspection could verify their absence or existence.

Thank you for the opportunity to review and comment.

Sincerely,

Dan F. Dickneite

DAN F. DICKNEITE
PLANNING DIVISION CHIEF



COMMISSION

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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration. NPS D-9 March 1995

END

09-16-97